

Local Government and Finance

Essential Question

How local should government be?

Section 1:

Counties, Towns, and Townships

Section 2:

Cities and Metropolitan Areas

Section 3:

Providing Vital Services

Section 4:

Financing State and Local Government

“Now, we find ourselves on the brink of great change and we stand at the edge of greatness.

... We can choose to try new ideas, new approaches, new ways of doing things.

—Philadelphia Mayor Michael Nutter

Photo: Mayor Nutter in Philadelphia's City Hall, 2008



GOVERNMENT ONLINE

On the Go

To study anywhere, anytime, download these online resources at PearsonSuccessNet.com

- Political Dictionary
- Audio Review
- Downloadable Interactivities

Lesson Goals

SECTION 1

Students will . . .

- use a transparency to discuss the typical structure and variations in county governments.
- work with a partner to debate the need for county government.
- investigate their own local government structure to complete an informational diagram.

SECTION 2

Students will . . .

- compare and contrast the three basic forms of city government using a transparency.
- experience the planning function of city government by planning a city square.

SECTION 3

Students will . . .

- list and categorize services that they receive from State and local governments.
- role play to complete a worksheet ranking the importance of State and local services from various perspectives.
- compare their rankings of State services against actual State and local spending.

SECTION 4

Students will . . .

- list and categorize taxes as progressive or regressive.
- use a bar graph to discuss sources of State and local revenue.
- evaluate different types of State and local taxes based on four criteria describing “a good tax.”

DIFFERENTIATED INSTRUCTION KEY

Look for these symbols to help you adjust steps in each lesson to meet your students' needs.

L1 Special Needs

L2 Basic

ELL English Language Learners

LPR Less Proficient Readers

L3 All Students

L4 Advanced Students

Pressed for Time

To cover the chapter quickly, have students complete the Reading Comprehension worksheets for Section 1 and Section 2. Write each type of local government—counties, towns, townships, and cities—on the board and ask students to volunteer features of each. Clarify the type of local government in your community. Define and describe the structure of the types of local government. Ask students to suggest the types of services that each needs to provide. Discuss how local governments raise money to pay for these services. Conclude by emphasizing this importance of local government and have students write a journal entry to answer this question: **Would it be possible for a nation as large as the United States to meet the needs of its citizens without local governments?** Have students provide reasoned arguments and details to support their positions.

GUIDING QUESTION

What are the similarities and differences of local governments, special districts, and tribal governments?

Types of Local Government		
Counties	Towns	Townships
<ul style="list-style-type: none">• New England: serve as judicial districts• South and West: main unit in rural areas• Elements: governing body, several boards or commissions, appointed bureaucrats, elected officials• Governing body usually has executive and legislative powers• Boards of commissioners: include fair board, planning commission, board of health• Administer State and county laws; keep peace; maintain jails; assess property for taxes; collect taxes; spend county funds; maintain roads, bridges, schools; record deeds, marriage licenses, other documents; issue licenses; administer elections; care for poor; safeguard health	<ul style="list-style-type: none">• Found in New England• Major unit of local government in New England• Include rural and urban areas• Deliver services provided by cities and counties elsewhere• Town meeting open to all eligible voters—levies taxes, makes spending and policy decisions, elects officials• Board of selectmen/selectwomen manages town business• Direct democracy replaced by representative government in larger towns	<ul style="list-style-type: none">• Mid-Atlantic and Midwest share government with counties• About half have annual township meetings• Others have elected board of trustees or supervisors• Municipality—separate urban unit within township• Townships tend to be rural

SKILLS DEVELOPMENT

ANALYZE POLITICAL CARTOONS

To help students analyze the political cartoon used in this lesson, have them turn to the Skills Handbook, p. S22, and use the steps explained there.

SECTION 1

Counties, Towns, and Townships



Guiding Question
What are the similarities and differences of local governments, special districts, and tribal governments? Use a chart similar to the one below to record facts about local governments.

Types of Local Government		
Counties	Towns	Townships
<ul style="list-style-type: none">• Major unit of local government	<ul style="list-style-type: none">• Found in New England	<ul style="list-style-type: none">•

Political Dictionary
• county • municipality
• township • special district

- Objectives**
1. Describe the typical county, its governmental structure, and functions.
 2. Analyze the need for reform in county government.
 3. Identify the responsibilities of tribal governments.
 4. Examine the governments of towns, townships, and special districts.

Image Above: Local governments provide fire protection and many other essential services.

You know that the Census Bureau is in the people-counting business. Do you know that it also counts a great many other things—including units of government? The Bureau's Census of Governments found an astounding 89,527 governments in the United States. In 2007, it counted the Federal Government, 50 States, and 89,476 local governments across the country.

Those local units come in many different shapes and sizes. Some have only a handful of employees and operate with only meager budgets. Others have tens of thousands of employees and budgets of a billion dollars or more. Many perform only a single public function, such as providing fire protection or water service. Others, including nearly all cities and most urban counties, deliver a long list of services, limited only by budgetary and legal restraints.

The Constitution of the United States says nothing about local governments. So, cities, towns, counties, school districts, and all other local governments, unlike the Federal Government and the 50 States, have no independent constitutional standing. They are, instead, creatures of the States.

Recall that each of the 50 States is a *unitary* government. Each one of them has the reserved power to create local governments and structure them in whatever ways it chooses—and also to abolish them, if it chooses to do so.¹ Whether they are providing services, regulating activities, collecting taxes, or doing anything else, local governments can only act because the State that established them has given them the power to do so.

Counties

A **county** is a major unit of local government in most States. Like all local governments, it is created by the State. There are 3,033 county governments in the United States today. No close relationship exists between the size of any given State and the number of counties in that State. The number of county governments per State ranges from none in Connecticut and Rhode Island and three in Delaware to as many as 254 in Texas.

¹ The Census Bureau found 116,756 local units in its first Census of Governments, in 1952. The States, then, have abolished more than 31,000 units of local government over the past half century. The Bureau conducts the Census of Governments in every fifth year ending in 2 or 7.

Focus on the Basics

Here is the information that your students need to learn in this section.

FACTS: • Counties exist in most States. • County responsibilities may include building and maintaining roads, sewers, and other public works; operating jails; keeping public records; and safeguarding health. • Towns and townships are found in the Northeast and Midwest. • Special districts serve specific functions at the local level.

CONCEPTS: types of governments, role of government

ENDURING UNDERSTANDINGS: • Local governments supply basic services of daily life. • County, town, and township governments offer many of the same services. • Special districts are created where other boundaries don't correspond with the area in need of services. • Federally recognized Native American tribal governments are sovereign.

Counties also differ greatly in terms of population. More than 10 million people now live in Los Angeles County in California, but census-takers could find only 67 residents of Loving County, Texas, in 2000. Most counties serve populations of fewer than 50,000.

The structures of county government differ, too, and often considerably. Even so, a county typically has four major elements: a governing body, a number of boards or commissions, appointed bureaucrats, and a variety of elected officials.

The Governing Body The county's governing body is frequently called the county board. It is also known as the board of commissioners, board of supervisors, police jury, assembly, legislature, and board of chosen freeholders, among other names.

County governments' most important legislative powers deal with finance. Everywhere, county boards levy taxes, appropriate funds, and incur limited debts. They also have a number of other legislative powers—for example, in the fields of public health and corrections.

incur
v. bring about, gain

- L2** Prereading and Vocabulary Worksheet (p. 74)
- L3** Reading Comprehension Worksheet (p. 77)
- L2** Reading Comprehension Worksheet (p. 79)
- L3** Core Worksheet (p. 81)
- L2** Core Worksheet (p. 82)
- L2** Extend Activity (p. 84)
- L3** Quiz A (p. 85)
- L2** Quiz B (p. 86)

Name _____	Class _____	Date _____
<div style="border: 1px solid black; padding: 5px;"> <div style="background-color: #f0f0f0; padding: 2px; display: inline-block;">25</div> <div style="display: inline-block; padding: 2px;"> Countdown to 2015 Civics, Texas, and TexasHistory </div> </div>		
Debate on County Government		
Introduce students to county issues and allow them to express their own views on the issues. Then, have students read the article and discuss the issues.		
• What are the issues? • What are the arguments for and against? • Which side do you agree with? • How can the issues be resolved?		
• Have students write a letter to the editor of a newspaper expressing their views on the issues.		
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Activity	
Directions:	Student
1. Read the article.	1. Read the article.
2. Write a letter to the editor of a newspaper expressing your views on the issues.	2. Write a letter to the editor of a newspaper expressing your views on the issues.
3.	3.
4.	4.
5.	5.
6.	6.
7.	7.
8.	8.
9.	9.
10.	10.

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4.	4.
5.	5.
6.	6.
7.	7.
8.	8.
9.	9.
10.	10.

L2 ELL Differentiate Suggest that students create a concept web to record the information.

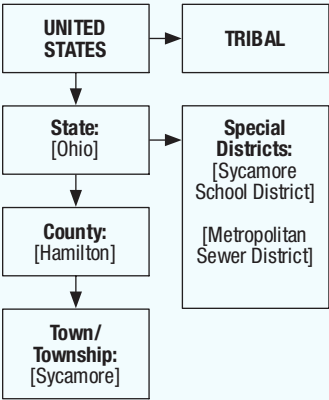
Checkpoint Counties vary in size and number, with some States having none. Counties serve almost solely as judicial districts in New England. In Mid-Atlantic and Midwestern States, counties share rural government with townships. In the South and West, counties are the main rural government.

Teach

To present this topic using online resources, use the lesson presentations at **PearsonSuccessNet.com**.

INTRODUCE THE TOPIC

Explain to students that this lesson is about the forms of local government in the United States. Draw a simple flowchart on the board to show the levels of government in a typical State: State, county, town/ township. Include tribal government if applicable.



Discuss aspects of each specific form of local government in your State and have students use the information from the Bellringer activity to fill in details on the flowchart for the area in which they live. Students may come from different towns or counties, which can all be listed on the flowchart. It may be helpful to display a map showing towns and counties in your State. Help students identify your county on the map.

L2 ELL Differentiate Clarify that the word *county* is different from *country*, and make sure that students understand that a county is an area within a State. You may wish to show an outline map of the United States to clarify *country* and a map of your region with county boundaries to clarify *county*.

Answers

County Government Structure Students will likely note that the school superintendent has the greatest impact on their lives.

County Government Structure

A typical county government is made up of a governing body, often known as a county board, and several appointed and elected officials with assigned responsibilities. Which local government officials have the greatest impact on your daily life?



An elected county board (above) holds broad powers over budgets and programs. Specialized officials like the county assessor (left) may be elected or appointed.

County Official Duties

County Board	Levies taxes and sets spending Administers roads, county buildings, and programs Appoints boards and officials
Sheriff	Runs county jail Provides rural police protection Carries out court orders May collect taxes
Clerk	Registers and records documents for property, birth, and death Runs county elections
Assessor	Sets the value of taxable property Collects property taxes
Treasurer	Keeps county funds
Auditor	Keeps financial records
District Attorney	Conducts criminal investigations Prosecutes criminal cases
School Superintendent	Administers public schools
Coroner	Investigates violent deaths Certifies causes of death

Most boards also carry out a number of administrative functions. They supervise the county road program and manage county property, including the courthouse, jails, hospitals, and parks. They are often responsible for the administration of welfare (cash assistance) programs and the conduct of elections. They are also responsible for the hiring of most county employees—from a few dozen or so in many rural places to several thousand in most metropolitan areas. And, importantly, they determine the pay of nearly all of the people who work for the county.

Other Elements In addition to its governing body, the typical county's government regularly includes a number of other elected officials—as you can see in the chart on this page.

Then, too, county governments usually feature several boards and commissions, whose members are also sometimes elected. Those agencies frequently include a fair

board, a planning commission, a board of health, a library board, and a board of road viewers. Altogether, the nation's 3,033 counties now employ some three million men and women who do the day-to-day work of those units of local government.

Functions of Counties

Because counties are creations of the State, they are responsible for the administration of State laws. They also administer such county laws as the State's constitution and legislature allow their governing bodies to make.

Historically, nearly all counties have been institutions of rural government. Most remain rurally oriented today. Although there are some differences from State to State, the major functions of counties still reflect their rural character.

Their most common functions are to keep the peace and maintain jails and other

Background

SOCIOECONOMIC INTEGRATION Inequality among school districts remains a problem. With forced racial integration meeting increased opposition, schools are trying new approaches. One approach, called "socioeconomic integration," assigns children to schools based on income level rather than on race. In this way, students from lower income areas have access to the educational opportunities found in schools in higher income areas. In the early 1990s, the La Crosse, Wisconsin, school district became the first in the nation to integrate students from different economic groups. Since then, test scores in La Crosse have risen and dropout rates have fallen. Observing this success in La Crosse, other schools began similar plans. According to researcher Richard Kalenberg, socioeconomic integration works because, "the obstacles to good schooling . . . track much more closely along economic lines than racial lines."

correctional facilities; assess property for tax purposes; collect taxes and spend county funds; build and repair roads, bridges, drains, and other public works; and maintain schools. Counties record deeds, mortgages, marriage licenses, and other documents; issue licenses for such things as hunting, fishing, and marriage; administer elections; care for the poor; and work to safeguard the health of the people who live in the county.

Many counties have taken on other functions as they have become more urban. Several of these more heavily populated counties now offer many of the public services and facilities that are usually found in cities. They provide water and sewer service; have professionally trained police, fire, and medical units; and operate airports and mass transit systems. Some also enforce zoning and other land-use regulations. Many have built and now operate auditoriums, stadiums, golf courses, and other recreational facilities.

The Need for Reform

County organization is often chaotic. In the typical county, no single official can really be called the *chief* administrator. Rather, authority is divided among a number of elected boards and officials, each largely independent of the others. Too often, it is impossible to identify who is responsible for inefficiency or inaction (or worse) in the conduct of county affairs.

The large number of popularly elected officials adds to the chaos. Faced with the typical county's long ballot, voters are often hard-pressed to make informed choices. Also, many of those elected officials have no basic public policy-making responsibilities. Many people are convinced that popular election is not the best way to fill those offices.

The size and the number of counties in most States are another source of weakness. Nearly every county now in existence was laid out in the days of the horse and the stagecoach. Then, it made good sense to draw county lines so that no one lived more than a dozen miles or so from the county seat. Today, however, most counties are geographically ill-suited to the realities of the modern world.

One way in which many States have attempted to reform county government is through county home rule. That is, those 37 States allow some or all of their counties, subject to approval by the local voters, to decide the details of their own governmental structure.

Another approach to reform seeks to deal with the fragmented authority of counties. It does so by creating the position of county manager, modeled along the lines of the council-manager form of city government. Still another approach is county-city consolidation—where a major city and the county around it join into a single unit of government. San Francisco, California, and Nashville, Tennessee are leading examples.

Tribal Governments

Tribal governments exist as a distinct form of government. Unlike State, county, or community governments, however, the governments of recognized Native American nations have a unique “government-to-government” relationship with the United States. These Native American tribes are considered sovereign nations, with the right to govern their own people on their own territories unless otherwise specified by treaty or acts of Congress.

Official recognition by the Federal Government is crucial for tribal governments because it establishes their sovereignty and exempts them from State or local control. For example, some tribes have established gambling casinos on their reservations even though the territory lies within States that do not allow that type of gambling. Because the officially recognized tribes are sovereign, they are not subject to State laws and regulations. Also, recognized tribes are eligible to receive federal funds that can be used to provide local services. Today, there are some 560 federally recognized tribal governments in this country, with authority over the lives of some 1.7 million people.

Typically, a tribal government has an elected leader called a chief or chairman. Most tribes also have a council, which can vary in size from only two or three to almost 100 members. Other than these common

 **Checkpoint**
Why do most county governments need reform?

DISCUSS THE ROLE OF COUNTY GOVERNMENT

Display Transparency 25A, Typical County Government Structure. Have students compare and contrast the information on the transparency with information about your area. For example, does your county have a county board? Which officials are elected and which are appointed? Ask: **Which officials do voters elect in the county government shown in this transparency?** (*members of the county board and officials such as the sheriff, district attorney, clerk, school superintendent, and coroner*) **Who selects the members of the planning commission and budget committee?** (*county board*) Discuss why certain officials might be appointed, while others are elected.

INTRODUCE THE ACTIVITY

Explain that the county is a very old government unit. It dates back to Anglo-Saxon times in England, where it was first called a *shire*. (You may want to share the fact that the word *sheriff* is derived from *shire-reeve*, the main official of the shire.) In some cases, counties were established in the United States largely because they were a traditional and familiar unit of government to settlers from England. As students have read, county government today is often chaotic, outdated, overlaps with town and city governments, or has a very narrow jurisdiction. In some States, county government has been abolished altogether.

Background

TOWN MEETING DAY The first Tuesday of March is Town Meeting Day in Vermont. It is a holiday for State government employees. Almost all Vermont towns practice direct democracy—all eligible voters may attend town meetings and vote. At least 30 days before the meeting, the “warning” is posted, which gives the time and place and lists the “articles” (topics) to be discussed. First the meeting elects a moderator, who calls the meeting to order and reads the first article. Following Robert’s Rules of Order, participants raise their hands to present their views. The vote is taken by voice (“yea” or “nay”) or hand-raising. However, if seven voters move to “divide the assembly,” the vote proceeds by paper ballot. The town clerk records the results, and the moderator moves to the next article. Town meetings also serve a social function; they strengthen community ties as people work together to solve problems.

Answers

Checkpoint Most counties have no chief administrator and fragmented authority, creating unclear accountability. The large number of elected officials overwhelms voters. Also, counties are geographically ill-suited to today’s world.

DISTRIBUTE THE CORE WORKSHEET

Divide the class into pairs and distribute the Chapter 25 Section 1 Core Worksheet (Unit 7 All-in-One, p. 81). Tell students they will use the worksheet to formulate their arguments for a written debate with their partner on whether or not county government is useful in your State—or in cases where it has been abolished, if it should be re-established to perform some particular purposes.

L1 L2 Differentiate Go through the worksheet as a class, rather than letting students work on their own, outlining the arguments on the board. Be sure to give students a few minutes to think about it on their own before you begin.

Name _____ Class _____ Date _____

CHAPTER 25
Section 1

CORE WORKSHEET
Counties, Towns, and Townships

3

Debate on County Government

Determine with your partner who will take each side of the debate topic in the chart below. Then complete the chart to formulate your side of the argument. As you list your arguments, keep the following questions in mind:

- What services does county government perform?
- Would it be better for responsibilities currently held by county government to be held by towns or by the State?
- Does county government help to meet the needs of citizens in some ways better than town or State governments?
- What roles and responsibilities of county government are redundant? What aspects are unique?
- If county governments have been abolished in your State, are there reasons why you think they should be re-established?

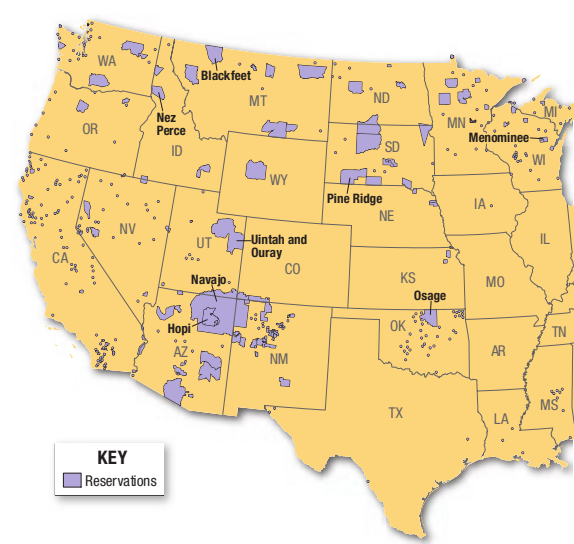
Topic: Is County Government Useful?	
Your Position:	
Supporting Arguments	Possible Rebuttals
1.	1.
2.	2.
3.	3.
4.	4.
5.	5.

To complete your debate:

- Separate from your partner and write a draft of your arguments.
- Meet with your partner and share your draft arguments, checking that all main points are covered and that rebuttals are made to each point.
- Based on the meeting, work with your partner to create a final draft of the arguments on both sides of the issue.

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Native American Reservations



Analyzing Maps Native American governments enjoy a sovereign status and a special relationship with the federal and State governments. *Why are reservations organized differently from other forms of local government?*

Checkpoint
How do tribal governments relate to State governments?

vehicle
n. agent through which something is accomplished

constable
n. local police officer

features, tribal governments vary widely in size and structure. Some, such as the Cherokee and Navajo, have a written code or constitution that provides for a State-like government with executive, legislative, and judicial branches. Others are small and loosely organized.

Like State and county governments, tribal governments use federal funds and tax revenue to provide services. These services depend on the size, history, and needs of the tribe. Many tribes have executive officers or departments that oversee policy and manage funds to provide health care, education, and welfare to tribe members. They also oversee cultural events and sites as well as distribute information about the tribe. Even smaller tribal governments provide some services, especially housing and health and education information and support.

Towns and Townships

Towns and townships exist in nearly half the States. They are little known in the South or West but are commonly found from New England to the Midwest.²

The New England Town In New England, the town is a major unit of local government. Except for a few major cities, each of the six States in the region is divided into towns. Each town generally includes all of the rural and the urban areas within its boundaries. The town delivers most of the services that are the responsibility of cities and counties elsewhere around the country.

The roots of the New England town reach back to colonial times. The Pilgrims landed at Plymouth Rock in 1620 as an organized congregation. They quickly set up a close-knit community in which their church and their government were almost one. Other Puritan congregations followed the Pilgrims' pattern.

At least in form, much of town government today is little changed from colonial times. The main feature is a town meeting, long praised as the ideal **vehicle** of direct democracy. The town meeting is an assembly open to all the town's eligible voters. It meets yearly, and sometimes more often, to levy taxes, make spending and other policy decisions, and elect officers for the next year.

Between town meetings, the board of selectmen/selectwomen chosen at the annual meeting manages the town's business. Typically, the board is a three-member body and has responsibilities for such things as roads, schools, care of the poor, and sanitation. Other officers regularly selected at the annual meeting include the town clerk, a tax assessor, a tax collector, a **constable**, road commissioners, and school board members.

The ideal of direct democracy is still alive in many smaller New England towns. It has given way, however, to the pressures

² The term *town* is used in some States as the legal designation for smaller urban places; it is also sometimes used as another word for township. Township is also a federal public lands survey term, used to identify geographic units (often called congressional townships), each having exactly 36 square miles (36 sections).

Political Cartoon Mini-Lesson

Display Transparency 25B, Local Government, when you discuss local government officials. This cartoon shows a student saying that he would rather be a mayor or an alderman than the President. Ask: **Why might the teacher mistake the student's ambitions?** (*She probably doesn't consider mayor or alderman an important office.*) **What important statement about local government is the cartoon making?** (*Local government is very important in our lives, maybe even more important than the National Government.*)

Answers

Analyzing Maps because each tribe is sovereign and may set up its government as it chooses

Checkpoint Tribal governments are usually exempt from State laws and regulations.

of time, population, and the complexities of public problems in many of the larger towns. There, representative government has largely replaced it. Town officers are often elected before the yearly gathering. Many of the decisions once made by the assembled voters are now made by the selectmen and selectwomen. In recent years, several towns have gone to a town manager system for the day-to-day administration of local affairs.

Townships Townships are units of local government found principally in the Northeast and the Midwest. Nowhere do townships blanket an entire State, however.

In New York, New Jersey, and Pennsylvania, townships were formed as areas were settled and the people needed the services of local government. Consequently, the township maps of those States often resemble crazy quilts. From Ohio westward, they mostly follow the regular lines drawn in federal public land surveys. Many are perfect squares.

About half of these States provide for annual township meetings, like those held in New England towns. Otherwise, the governing body is usually a three- or five-member board, generally called the board of trustees or board of supervisors. Its members are elected for fixed terms or serve because they hold other elected township offices. Township offices often include a supervisor, a clerk, a treasurer, an assessor, a constable, a justice of the peace, and a body of road commissioners.

A **municipality** is an urban political unit within a township that usually exists as a separate governmental **entity**. As a result, township functions tend to be rural. They regularly involve such matters as roads, cemeteries, drainage, and minor law enforcement. In some States, however, the township is also the basic unit of public school administration.

Many people believe that townships have outlived their usefulness. More than half the States get along without them. Many rural townships have been abolished as a result

entity
n. unit, thing, element

How Government Works

Municipalities and Townships

Municipalities such as **New Castle, Indiana**, provide a high level of services to the town center and residential neighborhoods within city boundaries. ▶

Townships such as **Henry Township, Indiana**, often surround municipalities, providing a smaller number of services to a predominantly rural population. ▶

▶▶What services might a municipal government provide that a township would not?

New Castle and Henry Township, Indiana

GOVERNMENT ONLINE

Audio Tour

Listen to a guided audio tour of township government at PearsonSuccessNet.com

Chapter 25 • Section 1 747

EXTEND THE LESSON

L3 Differentiate Have students work in small groups to create an informational diagram showing the major elements of your county or local government. The chart should include information about the governing body, boards and commissions, appointed bureaucrats, and elected officials. Encourage students to include the real names of each official and details about his or her roles and responsibilities.

L2 Differentiate Distribute the Extend Activity “Write a Letter to a Local Official” (Unit 7 All-in-One, p. 84), which has students contact local government to suggest improvements for their community.

L4 Differentiate Tell students that the variations in the structure and power of local government exist due to each region’s history. Have students do research and write a report or create an informational pamphlet that compares and contrasts the origins and development of government structure below the State level in the Northeast, the South, the Midwest, and the West.

Government online All print resources are available on the Teacher’s Resource Library CD-ROM and online at PearsonSuccessNet.com.

Tell students to go to the Interactivity for more information about municipalities and townships.

Assess and Remediate

L3 Collect the Core Worksheets and assess the students’ debates, using the Rubric for Assessing a Debate (Unit 7 All-in-One, p. 127).

L3 Assign the Section 1 Assessment questions.

L3 Section Quiz A (Unit 7 All-in-One, p. 85)

L2 Section Quiz B (Unit 7 All-in-One, p. 86)

Have students complete the review activities in the digital lesson presentation and continue their work in the **Essential Questions Journal**.

Answers

Municipalities and Townships A municipal government might be more urban-oriented, while township functions tend to be rural.

Background

CITY OF MIAMI Government at the county level can sometimes seem like an attractive option. With 375,000 residents, Miami, Florida, came dangerously close to disappearing in September 1997. The city faced \$68 million in debt, and top officials were serving sentences in federal prison for corruption. Angry Miamians launched a ballot initiative to dissolve Miami’s city government and pass all responsibilities and authority to Dade County. However, on Election Day, voters chose by a landslide to keep Miami intact.

REMEDIATION

If Your Students Have Trouble With	Strategies For Remediation
Roles and functions of local governments (Questions 1, 2, 4, 5)	On the board, draw a chart like the one in the section opener. Add <i>municipalities</i> and <i>special districts</i> to it. With students, fill in the chart with details from students' original charts and from the text.
Understanding the weaknesses of county government (Question 3)	Have students re-read the text under the heading "The Need for Reform," and write a main idea for each paragraph.

sidestep
v. avoid, get around

Checkpoint
What is the purpose of a municipality?

of declining populations, improvements in transportation, and other factors.

Some of the more densely populated townships appear to have brighter futures than their country cousins, however. This seems especially true in the suburban areas around some larger cities. Some States, such as Pennsylvania, now allow townships to exercise many of the powers and furnish many of the services once reserved for cities.

Special Districts

There are now tens of thousands of special districts across the country. A **special district** is an independent unit created to perform one or more related governmental functions at the local level. These districts are found in mind-boggling variety and in every State. School districts—some 13,500 of them—are by far the most common example. More than 35,000 other special districts also blanket the country, and their numbers are growing.

Special districts are found most often, but not always, in rural and suburban areas. Many have been created to provide water, sewage, or electrical service; to furnish fire or police protection; and to build and maintain bridges, airports, swimming pools, libraries,

or parks. Others have been created for such purposes as soil conservation, housing, public transportation, irrigation, or reforestation. There are even, in many places, special districts for dog or mosquito control purposes.

A leading reason for the creation of special districts has been the need to provide a particular service in a wider or a smaller area than that covered by a county or a city. For example, a special district might be needed to handle pollution in the several counties through which a river flows. On the other hand, a special district might be set up to provide fire protection in some out-of-the-way locale.

In many cases, special districts have been formed because other local governments could not, or would not, provide the services desired. Others have been created to **sidestep** constitutional limits on the size of a city's or a county's debt; to finance a public service out of users' fees instead of general tax revenue; and to take advantage of some federal grant program.

The governing body for a special district is almost always an elected board. It has the power to lay taxes (usually on property) or charge fees, as well as the powers to spend and to carry out the function(s) for which it was created.

Essential Questions Journal

To continue to build a response to the chapter Essential Question, go to your Essential Questions Journal.

SECTION 1 ASSESSMENT

1. Guiding Question Use your completed chart to answer this question: What are the similarities and differences of local governments, special districts, and tribal governments?

Key Terms and Comprehension

2. What is the main purpose of (a) a township? (b) a special district?

3. What factors generally make county governments inefficient?

Critical Thinking

4. **Identifying Assumptions** Consider the concept of the New England town meeting. What does this form of local government assume about the citizens of the town?

5. **Drawing Inferences** Review the functions of county and town or township government. List and describe at least three examples that show how these governing bodies affect the day-to-day lives of people in your community.

Quick Write

Writing for Assessment: Develop the Main Points When writing for assessment, carefully plot your response *before* you begin writing. Select one of the questions below. In a chart or outline, develop at least three major points that you might cover to answer that question.

(a) How do county and township governments differ from one another?

(b) What are the strengths and weaknesses of the different forms of city government?

Answers

Checkpoint A municipality serves the urban population within a township.

Assessment Answers

1. A county is a unit of local government below the State and consisting of several towns or townships. County organization is often chaotic because no single official can be called the chief administrator. Towns are smaller units of local government. In New England they are the major form of local government and are governed by a board of selectpersons and through town meetings of all voters. Townships are the major form of local government in New York, New Jersey, and in the Midwestern States. They are also generally administered by an elected board. A special district is an

independent unit of government created for a particular governmental function. Tribal governments are sovereign, if federally recognized, and may operate like small nations outside the control of federal and State governments.

2. (a) to provide rural areas with local services such as roads, cemeteries, drainage, and minor law enforcement; basic unit of public school administration in some States (b) to perform governmental functions at the local level, such as to administer school districts or provide water, sewage, or electrical service

3. chaotic organization; no single chief administrator; authority divided among boards and officials; difficult to identify accountability; geographically ill-suited to today's realities

4. It assumes that they are informed and interested in participating in town issues.

5. possible response: provide essential services, such as water and sewer; administer schools; provide protective services

QUICK WRITE Students should write three important points related to answering their question.

SECTION 2

Cities and Metropolitan Areas



Guiding Question

How do city governments serve the needs of residents and other Americans? Use an outline to take notes about the ways in which city governments serve people.

- I. America's Rural-Urban Shift
- II. Incorporation and Charters
- III. Forms of City Government
- A. Mayor-Council Form

1. _____
2. _____

Political Dictionary

- incorporation
- charter
- mayor-council government
- strong-mayor government
- weak-mayor government
- commission government
- council-manager government
- zoning
- metropolitan area

Objectives

1. Explain the process of incorporation and the function of city charters.
2. Contrast the major forms of city government.
3. Evaluate the need for city planning and list some major municipal functions.
4. Outline the challenges that face suburbs and metropolitan areas.

Image Above: City of Rochester, New York

We are fast becoming a nation of city dwellers. Where once our population was small, mostly rural, and agricultural, it is now large, mostly urban, and dominated by technology, manufacturing, and service industries. In 1790, a mere 5 percent of the population lived in the nation's few cities. Today, more than 240 million people—more than 80 percent of the population—live in the nation's cities and their surrounding suburbs.³ For local governments, that change has had dramatic consequences.

The larger the number of people living in close contact with one another, the greater the strains on local governments. The larger the population, the greater the problems in providing water, police and fire protection, sewers, waste removal, streets and traffic regulation, public health services, schools, recreational facilities, and more. The larger the population, the more extensive—and expensive—all of this becomes.

Incorporation and Charters

Remember, each of the 50 States is a unitary government. That means that each State has complete control over all of the units of local government within its borders. All those units, including cities, were created by the State, received their powers from the State, and are subject to a variety of limitations imposed by the State.

The process by which a State establishes a city as a legal body is called **incorporation**.⁴ Each State sets out in its constitution, or by statute, the conditions and the procedures under which a community may become an incorporated municipality. Typically, a State requires that a minimum number of persons live within a given area before incorporation can take place.

The fact that cities are incorporated highlights an important difference between city and county government. Cities are created largely at the request of their residents, because residents want certain public services. Counties,

³ Depending on local custom and State law, municipalities may be known as cities, towns, boroughs, or villages. The use and meaning of these terms vary among the States. The larger municipalities are known everywhere as cities, and the usual practice is to use that title only for those communities with significant populations.

⁴ The term *incorporation* comes from the Latin words *in* (into) and *corpus* (body).

GUIDING QUESTION

How do city governments serve the needs of residents and other Americans?

- I. America's Rural-Urban Shift
- II. Incorporation and Charters
 - A. Cities incorporated to provide public services to residents
 - B. Charter sets out city's form of government and powers
- III. Forms of City Government
 - A. Mayor-Council Form
 1. Council: elected legislature, often nonpartisan
 2. Mayor: elected or chosen by council
 - B. Commission Form
 1. Elected commissioners carry out legislative and executive functions
 2. Each commissioner heads department; one serves as mayor with no extra power
 - C. Council-Manager Form
 1. Strong council, weak mayor
 2. Council chooses professionally trained manager to be chief administrator
 3. Council makes policy; manager carries out
- IV. City Planning
 - A. Planning commission to manage growth
 - B. Zoning (residential, commercial, industrial) sets rules for land use
- V. Municipal Functions
 - A. Police and fire protection
 - B. Build and maintain streets, sidewalks, bridges, street lights, parks, libraries, hospitals, schools, jails, sports arenas
 - C. Furnish public health and sanitation services
 - D. Operate water, gas, electric, transportation systems
 - E. Regulate traffic, building codes, pollution, public utilities
- VI. Metropolitan Areas
 - A. Movement to suburbs removing resources from cities while creating greater need for city services
 - B. Metropolitan districts cut across county and city lines to provide specific services

SKILLS DEVELOPMENT

ANALYZE CAUSE AND EFFECT

To practice analyzing cause and effect in this section, use the Chapter 25 Skills Worksheet (Unit 7 All-in-One, p. 94). You may teach the skill explicitly either before or after teaching the lesson. For L2 and L1 students, assign the adapted Skill Activity (Unit 7 All-in-One, p. 95).

Focus on the Basics

Here is the information that your students need to learn in this section.

FACTS: • Most Americans today live in or near cities. • States create city governments through incorporation. • City governments take one of three forms: mayor-council, commission, or council-manager. • Cities manage their growth by zoning land for specific uses. • Annexation, special districts, and increased county authority are ways to provide services to suburban residents.

CONCEPTS: types of governments, role of government

ENDURING UNDERSTANDINGS: • Local governments provide a wide range of public services to residents. • As the population shifted from rural to urban and then to suburban, different forms of local government arose to serve the population.

Get Started

LESSON GOALS

Students will . . .

- compare and contrast the three basic forms of city government using a transparency.
- experience the planning function of city government by planning a city square.

BEFORE CLASS

Assign the section, the graphic organizer in the text, and the Reading Comprehension Worksheet (Unit 7 All-in-One, p. 87) before class.

L2 Differentiate Reading Comprehension Worksheet (Unit 7 All-in-One, p. 89)

BELLRINGER

Display Transparency 25C, City Government. Write on the board: **List five characteristics that make [insert name of your city] a “city.”** If the school is not located in a city, insert the name of the city nearest you.

Checkpoint
How are cities established?

on the other hand, exist largely to serve the administrative needs of the State. Cities do act as agents of the State, of course—for example, in law enforcement and public health. But the principal reason for the existence of a city is for the convenience of those who live there.

The **charter** is a city’s basic law, its constitution. Its contents may vary from city to city, but commonly the charter names the city, describes its boundaries, and declares it to be a municipal corporation. As a municipal corporation, a city has the right to sue and be sued in the courts; to have a corporate seal; to make contracts; and to acquire, own, manage, and dispose of property.

Generally, the charter sets out the other powers **vested** in the city and outlines its form of government. It also provides how and for what terms its officers are to be chosen, outlines their duties, and deals with finances and other matters.

vest
v. place in the control of

Forms of City Government

Although variations can and do exist, each city has one of three basic forms of government. A city has either (1) a mayor-council, (2) a commission, or (3) a council-manager form of government.

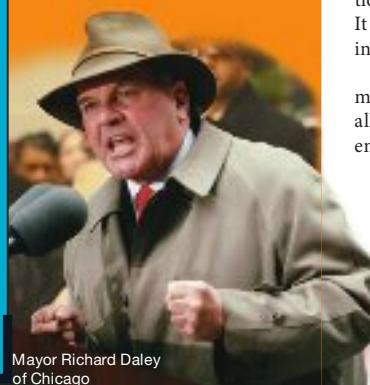
► **Analyzing Tables** Why is the power to write the budget important to mayors?

What does a mayor do?

The mayor is the official representative and face of the city. In a strong-mayor government, the mayor has the power to

- recommend or veto city laws
- preside over council meetings
- hire and fire city employees
- write the budget

The more common weak-mayor government assigns most of those powers to other elected officials or the city council.



Mayor Richard Daley of Chicago

The Mayor-Council Form The **mayor-council government** is the oldest and still the most widely used type of city government. It features an elected mayor as the chief executive and an elected council as its legislative body.

The council. The council is almost always unicameral and typically has five, seven, or nine members. Some larger cities have more. New York City has the largest council, with 51 members. Members of the council are popularly elected, almost always from districts (wards) within the city. Terms of office vary from one to six years. Four-year terms are the most common.

A move to nonpartisan city government began in the early 1900s. Its champions believed that (1) political parties were a major source of corruption in city government, and (2) partisan contests at the State and national levels have little to do with municipal problems and local issues. Today, less than one third of all cities still run their elections on a partisan basis.

The mayor. Generally, the voters elect the mayor. In some places, however, the council chooses one of its members to serve as mayor. The mayor presides at council meetings, usually may vote only to break a tie, and may recommend—and often veto—ordinances. In most cities, the council can override the veto.

Mayor-council governments are often described as either of the strong-mayor or the weak-mayor type, depending on the powers given to the mayor. This classification is useful for purposes of description. It blurs the importance of informal power in city politics, however.

In a **strong-mayor government**, the mayor heads the city’s administration, usually has the veto power, can hire and fire employees, and prepares the budget. Typically, the mayor is able to exercise strong leadership in making city policy and running the city’s affairs.

In a **weak-mayor government**, the mayor has much less formal power. Executive duties are shared with other elected officials—for example, a clerk, treasurer, city engineer, police chief, and even council members.

Differentiated Resources

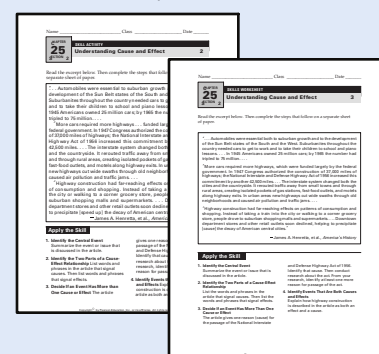
The following resources are located in the All-in-One, Unit 7, Chapter 25, Section 2:

- L3** Reading Comprehension Worksheet (p. 87)
- L2** Reading Comprehension Worksheet (p. 89)
- L3** Core Worksheet (p. 91)
- L2** Extend Activity (p. 96)
- L3** Skills Worksheet (p. 94)
- L2** Skill Activity (p. 95)
- L3** Quiz A (p. 97)
- L2** Quiz B (p. 98)

Answers

Checkpoint A State establishes a city through the process of incorporation, once the community meets the conditions required under the State’s laws and constitution.

Analyzing Tables Possible answer: Writing the budget allows a mayor to implement city policies and programs that are priorities of his or her administration.



Powers of appointment, removal, and budget are shared with the council or exercised by that body alone. The mayor seldom has a veto power.

Most mayor-council cities operate under the weak-mayor rather than the strong-mayor plan. The strong-mayor form is most often found in larger cities.

The success of the mayor-council form depends in very large measure on the power, ability, and influence of the mayor. In weak-mayor cities, responsibility for action or inaction is hard to assign. The strong-mayor plan helps to solve the problems of leadership and responsibility. Still, the mayor-council form has three large defects:

1. It depends heavily on the capacities of the mayor.
2. A major dispute between the mayor and the council can stall the workings of city government.
3. It is quite complicated and, so, is often little understood by the average citizen.

The Commission Form The **commission government** is simple in structure. Three to nine, but usually five, commissioners are popularly elected. Together, they form the city council, pass ordinances, and control the **purse strings**. Individually, they head the different departments of city government: police, fire, public works, finance, parks, and so on. Thus, both legislative and executive powers are centered in one body.

The commission form was born in Galveston, Texas, in 1901, after a tidal surge had devastated the city. When the existing mayor-council government proved unequal to the task, the Texas legislature gave Galveston a new charter, providing for five commissioners to make and enforce law in the stricken city. Intended to be temporary, the arrangement proved so effective that it soon spread to other communities across the country.

Depending on the city, either the voters or the commissioners themselves choose one of the commissioners to serve as the mayor. Like the other commissioners, the mayor heads one or more of the city's departments. He or she also presides at council meetings and represents the city for ceremonial purposes.

The mayor generally has no more authority than the other commissioners and rarely has a veto power.

Although many reformers supported the commission form at first, experience pointed up serious defects in the system, and its popularity fell off rapidly. Only a very few American cities have a commission form of government today.

The commission form has three chief defects:

1. The lack of a single chief executive makes it difficult to assign responsibility. This can also mean that the city has no effective political leadership.
2. A built-in tendency toward "empire building" often surfaces. Each commissioner tries to draw as much of the city's money and influence as possible to his or her own department.
3. A lack of coordination **plagues** the topmost levels of policymaking and administration. Each commissioner is likely to equate the city-wide public good with the particular interests and functions of his or her department.

The Council-Manager Form The **council-manager government** is a modification of the mayor-council form. Its main features are (1) a strong council of usually five or seven members elected at-large on a nonpartisan ballot; (2) a weak mayor chosen by the voters; and (3) a manager, the city's chief administrative officer, named by the council.

The form first appeared in Ukiah, California. In 1904, that city's council appointed an "executive officer" to direct the work of city government. The first charter expressly providing for the council-manager form was granted to the city of Sumter, South Carolina, in 1912.

The council is the city's policymaking body. The manager carries out the policies the council makes. He or she is directly responsible to that body for the efficient administration of the city. The manager serves at the council's pleasure and may be dismissed at any time and for any reason.

Today, most city managers are professionally trained career administrators. As chief administrator, the manager directs the

plagues
v. disturbs, negatively affects

purse strings
n. access to financial resources

Teach

To present this topic using online resources, use the lesson presentations at **PearsonSuccessNet.com**.

UNDERSTAND FORMS OF CITY GOVERNMENT

Have students read their list of characteristics from the Bellringer activity. Discuss what a city is and how it is different from a town or township. Work with the class to agree on a definition of a city. (*Sample answer: A city is a community where a large number of people live, which is incorporated and has a charter from the State.*)

Display Transparency 25D, Three Forms of City Government. Use the diagrams to compare and contrast the three forms. Ask: **In which form of government do the voters directly elect the department heads? (commission form) How is the council-manager form the same as and different from the strong mayor form? (The voters elect the council and the mayor in both, but in the council-manager form, the manager—not the mayor—is the chief administrator.)**

L2 ELL Differentiate Clarify that *municipality*, *urban area*, and *municipal area* generally have the same meaning as *city*. You may also want to clarify the meanings of the terms *council*, *mayor*, and *manager*, to be sure that students understand the roles of each in the various types of city governments.

EVALUATE THE FORMS AND VOTE

Discuss the three forms of city government. Have students work with a partner or work as a whole class to create a list of advantages and disadvantages of each form, based on students' reading. Then ask: **What form of city government do you think would be the most effective for our community? Why?** Ask students to vote by a show of hands. Have volunteers explain why they voted the way that they did. Ask them to write a journal entry that predicts what might happen if a city has an ineffective government.

Myths and Misperceptions

THE LAND OF CITIES Which State has the most cities? Asked this question, Americans are likely to name the largest or most populous States: New York, California, Texas, Florida, or even Alaska. The surprising answer to the question is—Illinois. With nearly 1,300 incorporated municipalities, the "Land of Lincoln" is also the land of cities—about 1 out of every 14 cities in the entire United States is located in Illinois. However, this count is based on the fact that what constitutes a "city" differs from State to State. For example, Illinois counts many small municipalities as cities, while Juneau, Alaska, could be considered the largest city in the nation because it includes an area of several hundred square miles.

INTRODUCE THE ACTIVITY

Ask students to suppose that a main square in a city has become run down, with several vacant and dilapidated buildings, and therefore needs to be redeveloped. Ask: **What needs must a city square meet to be a successful space?** (*ways for people to get there, attractions to draw people there, and basic needs such as food, water, and restrooms*) **What types of buildings and other features would help provide these needs?** (*Students might suggest popular restaurants and shops, hotels, attractive landscaping, benches or picnic tables, parking spaces, bike lanes, water fountains, and restrooms.*)

DISTRIBUTE CORE WORKSHEET

Distribute the Chapter 25 Section 2 Core Worksheet (Unit 7 All-in-One, p. 91). Explain that students will work in small groups and use this worksheet to develop a plan for a city square. Review the steps listed on the worksheet. Remind them that in brainstorming, they should record all ideas. They will evaluate these ideas and select the best ones in the next step.

Name _____ Class _____ Date _____

CHAPTER 25 **CORE WORKSHEET**
Section 2 **Cities and Metropolitan Areas** **3**

Plan a City Square

The city manager has hired your group to plan the redevelopment of a square in the heart of the city. The square consists of an open park area surrounded by two city blocks of building sites on each side. The rundown buildings have been removed, so the area is currently empty. The manager wants the square to be the city's centerpiece—a place that will attract residents and visitors to spend time downtown. To accomplish this goal, a task force has identified the categories you must include in your plan in the charts on the following pages. Your task is to plan structures and other features for the square, draw your plan, and then present it to city council.

1. With your group, brainstorm ideas about specific structures and features for each category in the charts on the following pages. For example, in the "Restaurants" category, list specific types of restaurants to consider, such as an elegant steak house and a drive-through taco stand. In the "Other" category, record ideas that do not fit one of the required categories. Remember that you are brainstorming, so record all ideas.
2. As a group, evaluate your list of ideas and select those that you think will best fulfill the city manager's vision for the square.
3. Work as a group to sketch your plan. Lay out the city blocks and locate the structures and other elements. Be sure to consider vehicle and foot traffic patterns.
4. Evaluate your sketch and revise it into a final poster-size drawing. Label each structure and feature. Use colors to make the plan attractive. If you have computer access, you could use the drawing tools and clip art to create your plan.
5. Assign each group member a part of the plan to present. Individually, prepare your part of the presentation. Then practice the presentation as a group and revise it based on feedback from group members.

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Checkpoint
What are the strengths and weaknesses of commission government?

expendable
adj. disposable,
replaceable

work of all city departments and has the power to hire and fire all city employees. The manager also prepares the budget for council consideration and controls the spending of the funds the council appropriates.

The council-manager plan has the backing of nearly every expert on municipal affairs, and its use has spread widely. It is now found in more than 8,000 communities, including most of those cities with populations between 25,000 and 250,000.

The council-manager plan has three major advantages over other forms of city government:

1. It is simple in form.
2. It is fairly clear who is responsible for policy, on the one hand, and for its application, on the other.
3. It relies on highly trained experts who are skilled in modern techniques of budgeting, planning, computerization, and other administrative tools.

In theory, the nonpolitical manager carries out the policies enacted by the council. Yet, in practice, sharp distinctions between policymaking and policy-application seldom exist. The manager is very often the chief source for new ideas and fresh approaches to the city's problems. On the other hand, the city council often finds it politically useful to share the responsibility for controversial decisions with the "expendable" city manager.

Some critics of the council-manager form hold that it is undemocratic because its chief executive is not popularly elected. Others say that it lacks strong political leadership. This is a particular shortcoming, they argue, in larger cities, where the population is often quite diverse and there can be many competing interests. Support for this view can be seen in the fact that only a handful of cities with more than a half a

GOVERNMENT ONLINE
Interactive
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Tell students to go to the Audio Tour to listen to a guided audio tour of city governments.

Answers

Checkpoint strengths: simple structure, individual commissioners responsible for specific departments; weaknesses: lack of chief executive weakens leadership and accountability, individual commissioners tend to compete for money and influence, lack of coordination

Alternate Forms of City Government Commission: Each commissioner heads a department. Mayor-Council: Mayor is chief executive, but weak mayor shares executive duties with other officials. Council-Manager: Manager is chief executive.

752 Local Government and Finance

Background

SPRAWL While the media and city planners have often lamented sprawl, it is sometimes hard for the average person to see the overall problems that result from a lack of city planning and zoning. *A Field Guide to Sprawl*, by Dolores Hayden (with photographs by Jim Wark), remedies this situation. In a series of photographs and simple explanations, Hayden shows examples of how sprawl affects the environment and reveals names given to various types of land-use practices. Terms such as "snout house" (a house where a garage is dominant and projecting) and "zoomburb" demonstrate why city planning is so important in today's growing communities. Ms. Hayden's Web site provides a Sprawl Quiz based on the book, which students may enjoy.

million residents have a council-manager government in place today.

City Planning

With few exceptions, most American cities developed haphazardly, without a plan, and with no eye to the future. The results of this shortsightedness can be seen in what is often called the core area or the inner city. These are the older and usually overcrowded central sections of larger cities.

Industrial plants were placed anywhere their owners chose to build them. Rail lines were run through the heart of the community. Towering buildings shut out the sunlight from the narrow streets below. Main roads were laid out too close together and sometimes too far apart. Schools, police and fire stations, and other public buildings were squeezed onto cheap land or put where the political organization could make a profit. Examples are endless.

Planning Growth Fortunately, many cities have seen the need to create order out of their random growth. Most have established some sort of planning agency. It usually consists of a planning commission, supported by a trained professional staff.

A number of factors have prompted this step. The need to correct past mistakes has often been a compelling reason, of course. Also, many cities have recognized both the advantages that can result, and the pitfalls that can be avoided, through well-planned and orderly development. Importantly, the Federal Government has spurred cities on. Most federal grant and loan programs require that cities that seek aid must first have a master plan as a guide to future growth.

City Zoning The practice of dividing a city into a number of districts, or zones, and regulating the uses to which property in each of them may be put is called **zoning**. Generally, a zoning ordinance places each parcel of land in the city into one of three spheres: residential, commercial, or industrial zones.

Each of these zones is then divided into subzones. For example, each of several residential zones may be broken down into

several areas. One may be reserved for single-family residences, another may allow one-family and two-family dwellings, and a third, large apartment buildings.

Most zoning ordinances also prescribe limits on the height and area of buildings, determine how much of a lot may be occupied by a structure, and set out several other such restrictions on land use. They often have “setback” requirements, providing that structures must be placed at least a certain distance from the street and from other property lines.

Zoning still meets opposition from many who object to this interference with their right to use their property as they choose. Even so, nearly every city of any size in the United States is zoned today. The city of Houston, where zoning was turned down three times by popular vote, remains the only major exception.

Zoning ordinances must be reasonable. Remember that the 14th Amendment prohibits any State, and thus its cities, from depriving any person of life, liberty, or property without due process of law. Each of the 50 State constitutions contains a similar provision.

Clearly, zoning does deprive a person of the right to use his or her property for certain purposes. Thus, if an area is zoned for single-family dwellings only, one cannot build an apartment house or a service station on property in that zone. Zoning can also reduce the value of a particular piece of property. A choice corner lot, for example, may be much more valuable with a drive-through restaurant or gas station on the property rather than a house.⁵

While zoning may at times deprive a person of liberty or property, the key question is always this: Does it do so without due process? That is, does it do so unreasonably?

The question of reasonableness is one for the courts to decide. The Supreme Court first upheld zoning as a proper use of the police power in *Euclid v. Amber Realty Co.*, 1926, a case involving an ordinance enacted by the city council of Euclid, Ohio.

⁵ Nonconforming uses in existence before a zoning ordinance is passed are almost always allowed to continue. Most ordinances give the city council the right to grant exceptions, called variances, in cases where property owners might suffer undue hardships.

 **Checkpoint**
How do cities plan for the future?

prescribe
v. order, set down, specify

FOLLOW UP AND VOTE

Have the groups present their finished plans to the class. Then have the class vote by secret ballot to select the overall best plan. Discuss with the class what was so attractive about the winning design. Ask: **Does the winning design best meet the city manager's goal? Why or why not? If not, what other features should it have?**

L3 Differentiate Post the groups' plans around the room with a blank piece of paper next to each one. Allow time for students to look at other groups' work and comment on it in a Conversation Wall (p. T27). After students have commented, give groups time to read the comments on their work, respond, and make improvements to their plans.

MAKE A JOURNAL ENTRY

Have students complete the activity by writing a journal entry about the process of their city square planning. Ask them to consider the following questions: **Did the group work well together? Did all members contribute? Were the priorities the same for everyone? Were you satisfied with the final plan? Why or why not? What comments by other students did you find helpful? What changes, if any, did you make to your group's plan based on peer feedback?**

Background

MODERN-DAY CITY PLANNING Modern-day city planning has reached its boldest extreme in fast-growing Portland, Oregon. In 1995, regional leaders adopted the 2040 Growth Concept to curb traffic and preserve Portland's natural beauty and neighborhoods. The 2040 Growth Concept focuses development on urban centers inside a line called the Urban Growth Boundary. Houses and apartments are built close to one another and to commercial buildings. Inside the line, public transportation, walking, and bicycling are attractive alternatives to driving. Outside the line, development is strictly limited.

Answers

Checkpoint They establish some sort of planning agency and zoning ordinances.

EXTEND THE LESSON

L3 Differentiate Tell students to research and write a report on the development of a planned city of the past, such as Washington, D.C., or a modern planned community, such as Celebration, Florida. Reports should focus on the goals of the designers and whether or not students think those goals were achieved.

L2 ELL Differentiate Have students use mapping and satellite photography software, such as Google Maps, to analyze your community. Ask them to print out their neighborhoods and label different zones: residential, commercial, and industrial.

L2 Differentiate Have students research and report on one zoning law in your community. Students should summarize for the class the purpose of the zoning law and what it allows, establishes, or restricts.

L2 Differentiate Distribute the Extend Activity “Your City Government” (Unit 7 All-in-One, p. 96), which has students attend a local government meeting and report on it to the class.

L4 Differentiate Remind students that American cities have been the breeding ground for powerful political machines. Ask students to report on the history and influence of political machines such as the Tammany Hall machine in New York City or the Daley machine in Chicago. Students should investigate the means by which these machines obtained and retained power over city government and beyond. Encourage students to research the events that brought about the decline of the machines’ power. Allow students to present their findings in a variety of ways.

L4 Differentiate Have students work in pairs or small groups to research and report to the class on an area that has been a target of community planning in the last five years in their own, or in a nearby, community. (To avoid duplication, pre-approve topics before work begins.) Reports should include the project’s history and current status. Students should analyze it from start to finish and evaluate its success. Alternatively, you may ask students to create annotated timelines giving details of the project. Encourage students to interview participants and to include maps and images of the project—before and after.

Answers

Farms, Cities, Suburbs rural settlement: people largely self-sufficient, with local government providing few services to widely dispersed population; urban settlement: local government provides wide range of services to large, densely packed population; suburban settlement: city, county, and special district governments provide services to broad metropolitan areas

Checkpoint to set rules for land use

Farms, Cities, Suburbs

The United States began as a rural nation, but factories and new opportunities drew millions to cities in the 1800s and early 1900s. Today, about half of all Americans live in suburbs that bridge the gap between country and city. *How do different forms of settlement affect the responsibilities of local government?*



✓ Checkpoint
What is the purpose of zoning?

Municipal Functions

The services a city provides day in and day out are so extensive that it is almost impossible to catalog them. Most larger cities, and many smaller ones, issue annual reports on the city’s condition. These are often book-length publications.

Consider just a few of the many things that most or all cities do. They provide police and fire protection. They build and maintain streets, sidewalks, bridges, street lights, parks and playgrounds, swimming pools, golf courses, libraries, hospitals, schools, correctional institutions, day-care centers, airports, public markets, parking facilities, auditoriums, and sports arenas. They furnish public health and sanitation services, including sewers and wastewater treatment, garbage collection and disposal, and disease prevention programs.

Cities operate water, gas, electrical, and transportation systems. They regulate traffic, building codes, pollution, and public utilities. Many cities also build and manage public housing projects, provide summer youth camps, build and operate docks and other harbor facilities, and maintain tourist attractions.

Metropolitan Areas

The growth of urban areas has raised many problems for city dwellers. Urban growth also affects residents of nearby suburbs.

The Suburban Boom About half of all Americans now live in suburbs. The nation’s suburbs first began to grow rapidly in the years after World War II, and that growth has continued. As suburban populations have mushroomed, many of the nation’s larger cities have actually lost residents.

These dramatic population shifts stemmed, in large part, from peoples’ desire for more room, cheaper land, greater privacy, and less smoke, dirt, noise, and congestion. Many have also sought less crime, newer and better schools, safer streets and playing conditions, lower taxes, and higher social status. The car and the freeway turned millions of rooted city dwellers into mobile suburbanites.

Businesses followed customers to the suburbs, often clustering in shopping centers or malls instead of traditional downtowns. Many industries moved from the central city in search of cheaper land, lower taxes, and a more stable labor supply. Industries also

Teacher to Teacher Network

ALTERNATE LESSON PLAN Mayors sometimes take on politically controversial issues, such as the environment, climate change, and gun control. Have students research initiatives that a mayor in their area is working on and select one to look into further. They should describe the issue, explain the mayor’s plan for addressing it, present the arguments for and against the plan, and assess the success of the plan to date. Student groups could focus on different initiatives.

To see this lesson plan, go to



sought an escape from city building codes, health inspectors, and other regulations.

This “suburbanitis” has added to city-dwellers’ **woes**. As high-income families have moved out, they have taken their civic, financial, and social resources with them. They have left behind center cities with high percentages of older people, low-income families, and minorities. Both the need for, and the stress on, city services have multiplied.

Metropolitan Areas Suburbanites face their share of problems, too, including the need for water supplies, sewage disposal, police and fire protection, transportation, and traffic control. **Duplication** of such functions by city and suburb or by city and county can be wasteful, even dangerous. More than one fire has raged while neighboring fire departments quibbled over the responsibility for fighting it.

Attempts to meet the needs of the nation’s **metropolitan areas**—cities and the areas around them—have taken several forms. Over the years, annexation has been the standard means. Outlying areas have simply been brought within a city’s boundaries. Many suburbanites resist annexation, however, and many cities have been hesitant to take on the burdens involved.

Another approach has been to create special districts designed to meet the problems of heavily populated urban areas. Their boundaries frequently cut across county and city lines to include an entire metropolitan area. They often are called metropolitan districts and can serve one purpose (for example, maintaining parks) or many.

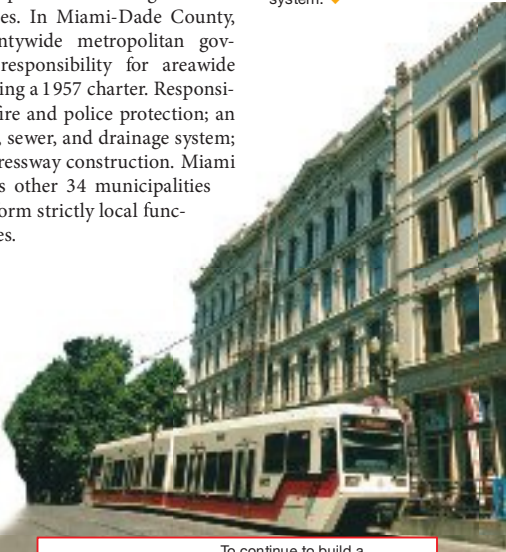
In Oregon, a regional agency known as Metro manages several activities in an area that includes Portland, the State’s largest city, and 23 other municipalities. Within this region, Metro is responsible for land-use and transportation planning, solid-waste disposal programs, and the operation of the Oregon Convention Center, the Oregon Zoo, and other facilities.

Yet another approach to the challenges facing metropolitan areas is increasing the authority of counties. Among local governments around the country, counties are generally the largest in area and are most likely to include those places demanding new and increased services. In Miami-Dade County, Florida, a countywide metropolitan government took responsibility for areawide functions following a 1957 charter. Responsibilities include fire and police protection; an integrated water, sewer, and drainage system; zoning; and expressway construction. Miami and the county’s other 34 municipalities continue to perform strictly local functions and services.

woe
n. problem

duplication
n. doubling

Portland’s metropolitan government operates a popular regional transit system. ▼



Essential Questions Journal To continue to build a response to the chapter Essential Question, go to your **Essential Questions Journal**.

SECTION 2 ASSESSMENT

1. Guiding Question Use your completed outline to answer this question: How do city governments serve the needs of residents and other Americans?

Key Terms and Comprehension

- 2. What are the key differences between a **strong-mayor** and a **weak-mayor government**?
- 3. List at least five functions of municipal government.

Critical Thinking

- 4. **Comparing Points of View** Zoning may be used to exclude businesses popular with young people from residential neighborhoods. (a) Why do you think this is so? (b) Is this a fair use of a local government’s police power? Why or why not?
- 5. **Determining Cause and Effect** How have shifts in the American population led to changes in the responsibilities and organization of local government?

Quick Write

Writing for Assessment: Gather Details Reread the question you have chosen and the main points you developed in Section 1. Gather details from the text that support each of the main points to answer the question. Briefly check your final list to delete unnecessary details.

Assessment Answers

- 1. City governments manage growth through zoning, create and manage the budget, and provide important public services. City governments also make and enforce regulations (such as traffic laws, building codes, and pollution laws).
- 2. A strong mayor can exercise strong leadership in making city policy and running the city’s affairs. A weak mayor has much less formal power and shares executive duties with other elected officials.

- 3. provide police and fire protection; build and maintain streets, bridges, and libraries; furnish public health and sanitation facilities; operate water, gas, electric, and transportation systems; build and maintain public housing
- 4. (a) Local government makes rules based on the interests of the entire neighborhood, not just a segment of it. (b) Yes. The interests of different segments of a community often conflict, and it is an appropriate role of local government to settle such conflicts with rules that benefit the community as a whole.
- 5. Possible answer: The population shift from

farms to cities created a need for city governments to provide a wide range of services and plan for orderly growth. The movement to the suburbs gave rise to special districts and broader county authority to provide essential services to wider metropolitan areas.

QUICK WRITE Students should list details that support the main idea in the answer to their question. For example, students addressing the second question should provide specific details about the benefits and drawbacks of each form of city government.

Assess and Remediate

- L3** Collect the Core Worksheets and assess the students’ plans, using the Rubric for Assessing the Performance of an Entire Group (Unit 7 All-in-One, p. 125).
- L3** Assign the Section 2 Assessment questions.
- L3** Section Quiz A (Unit 7 All-in-One, p. 97)
- L2** Section Quiz B (Unit 7 All-in-One, p. 98)

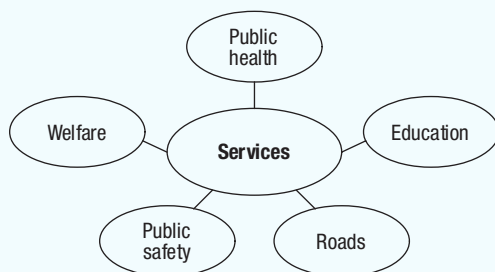
Have students complete the review activities in the digital lesson presentation and continue their work in the **Essential Questions Journal**.

REMEDIATION

If Your Students Have Trouble With	Strategies For Remediation
Roles and responsibilities of city government (Questions 1, 3, 5)	Draw a concept web on the board. With students fill in the web with details from their section outlines on the roles and responsibilities of city government.
Differences between the two types of mayoral government (Question 2)	Display Transparency 25D and have students work in pairs to quiz each other about the structure of types of city government.
Functions of zoning and city planning (Question 4)	Have students re-read the text under the heading “City Planning,” and write a summary of the purpose of zoning.

GUIDING QUESTION

What services do State and local governments provide?



Get Started

LESSON GOALS

Students will . . .

- list and categorize services that they receive from State and local governments.
- role play to complete a worksheet ranking the importance of State and local services from various perspectives.
- compare their rankings of State services against actual State and local spending.

BEFORE CLASS

Assign the section, the graphic organizer in the text, and the Reading Comprehension Worksheet (Unit 7 All-in-One, p. 99) before class.

L2 Differentiate Reading Comprehension Worksheet (Unit 7 All-in-One, p. 100)

SKILLS DEVELOPMENT

COMPARE VIEWPOINTS

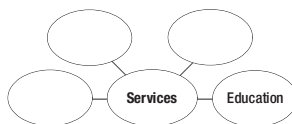
Before students complete the Core Worksheet in this section, you may want to review tips on comparing viewpoints in the Skills Handbook, p. S15.

SECTION 3

Providing Vital Services

Guiding Question

What services do State and local governments provide? Use a concept web similar to the one below to record information about State and local government services.



Political Dictionary

- Medicaid
- entitlement
- welfare

Objectives

1. Explain why State and local governments have a major role in providing important services.
2. Identify State and local services in the fields of education, public welfare, public safety, and highways.

Image Above: Educational spending includes computers, books, and salaries.

The 50 State governments and their tens of thousands of local governments are principally responsible for many of the public services with which most Americans are familiar. The many differences among States means that there can be variations in both the quantity and the quality of those public services, but they include, especially, those in the areas of education, public safety, welfare, streets and highways, and public health. The several States deliver services to their residents in two ways: (1) directly, through State agencies conducting State-operated programs, and (2) through the many local governments the States have created.

Education

Public education is among the oldest of all State responsibilities. Boston Latin School, in Massachusetts, is the oldest public school in continuous existence in the United States; it opened its doors in 1635. The State of New York created the first school districts in 1812. Today, public education is also among the most important of all State responsibilities. This is reflected in the fact that education is the most expensive item in every State's budget, accounting for about 30 percent of all State spending.

Funding for public education has risen sharply over recent decades. Rising costs and mounting pressures for better schools have led to increased spending. The amount of money spent per pupil in public schools has nearly doubled over the past 25 years.

Primary and secondary public education is largely the responsibility of local governments. Local taxes, especially property taxes, provide much of the funding for schools.

Of course, the States do provide some financial assistance to their local governments for education. The level of that aid varies, however. Some States contribute well over half the cost of primary and secondary education. Others provide only a minor fraction of the cost.

In addition, States set guidelines in order to promote quality in the schools. For example, State laws establish teacher qualifications, curricula, quality standards for educational materials, and the length of the school year.

Focus on the Basics

Here is the information that your students need to learn in this section.

FACTS: • Under the federal system, States and local governments provide many important services. • State and local governments provide education, help ensure public welfare and safety, and build and maintain highways. • State and local governments vary widely in the number, extent, and types of services they provide.

CONCEPTS: types of governments, purpose of government, federalism

ENDURING UNDERSTANDINGS: • The U.S. Constitution reserves to the States all powers not delegated to the Federal Government or not denied to the States. • Education is the largest spending category for State and local governments.

State interest and involvement in those matters have intensified in recent years. Most States have established “curriculum frameworks” or “content standards” outlining the material that must be covered in core subjects. Every State now has an extensive Statewide testing program, fueled by the No Child Left Behind Act signed by President Bush in 2002.

At the college and university levels, the States also play a major role. States understand that, in order for businesses to succeed in the State, a ready supply of highly trained college graduates is key. Every State has a public higher education system, which may include universities, technical schools, and community colleges. Education at State universities and colleges is generally much less expensive than at private institutions. On average, **tuition** at four-year public colleges and universities is about one fourth that of private four-year schools. Nevertheless, many public institutions—for example, the University of California at Berkeley—are ranked among the world’s finest schools.

Public Welfare

States take an active role in promoting the health and welfare of their residents. They pursue that goal by a variety of means.

Public Health Most States fund ambitious public health programs. States operate public hospitals and offer direct care to millions of citizens. They immunize children against dangerous childhood diseases, such as measles and mumps. With the Federal Government, they administer such programs as **Medicaid**, which provides medical care and some other health services to low-income families. Recent soaring costs in the health-care industry have placed a great strain on many States’ budgets.

Cash Assistance Another major area in which States contribute to the well-being of their citizens is cash assistance to the poor, commonly called **welfare**. States now take a leading role in this area.

Checkpoint
What are a State’s responsibilities for education?

tuition
n. fee paid for schooling

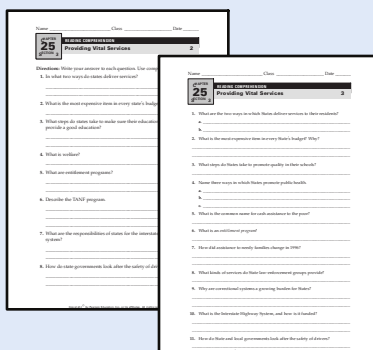


Chapter 25 • Section 3 757

Differentiated Resources

The following resources are located in the All-in-One, Unit 7, Chapter 25, Section 3:

- L3** Reading Comprehension Worksheet (p. 99)
- L2** Reading Comprehension Worksheet (p. 100)
- L3** Core Worksheet (p. 101)
- L3** Quiz A (p. 102)
- L2** Quiz B (p. 103)



BELLRINGER

Write on the board: **List ten services that State and local governments provide that directly affect your life.**

L1 Differentiate Ask students to provide five, instead of ten, services.

L2 ELL Differentiate Tell students to review the main headings/topics in the section, to help generate items for their lists.

Teach

To present this topic using online resources, use the lesson presentations at **PearsonSuccessNet.com**.

CATEGORIZE THE BELLRINGER RESPONSES

Write these headings on the board: **Education, Public Welfare, Public Safety, Public Health, Roads.** Have students read the services they listed in the Bellringer activity and sort them under the appropriate category. Also, ask students to identify which level of government provides each service. Ask: **Why are these services provided at the State or local level and not by the National Government?** (Local governments have better knowledge about how to meet the needs of their citizens.)

RANK THE IMPORTANCE OF SERVICES

Divide the class into seven groups. Assign each group one of the following roles: (1) student in the local high school; (2) parent of three school-age children; (3) police officer; (4) taxi driver; (5) carpenter; (6) elderly resident; (7) worker who lives outside the community.

Tell students that they will complete a worksheet from the perspective of their assigned role by ranking various services provided by State and local governments. They will also explain their reasoning based on the role they are playing.

L3 Differentiate Students may work individually or in their role groups to complete the worksheet.

L1 L2 ELL Differentiate You may want to assign these students more straightforward or familiar roles, such as the student or parent.

Tell students to go to the Online Update for current information on State and local spending.

Answers

Checkpoint to help fund schools and to set guidelines to promote quality education; to help support a system of State colleges and universities

State and Local Spending Federal spending focuses on programs benefiting the nation as a whole, such as the military, whereas State and local spending supports programs for the local community, such as schools, assistance to needy citizens, and police and fire protection.

DISTRIBUTE CORE WORKSHEET

Distribute the Chapter 25 Section 3 Core Worksheet (Unit 7 All-in-One, p. 101). Give students time to complete the first column on their own.

L1 L2 ELL Differentiate Before beginning, review the service categories on the worksheet and offer examples of each to clarify.

FOLLOW-UP—COMPARE PERSPECTIVES

After students complete their own ranking, have them work in groups of students assigned to the same role to reach a consensus on the rankings. Then ask them to post their rankings around the room, as well as to explain their choice for their number one ranking. Discuss any differences in the rankings from group to group. Then ask students to vote to create a class ranking. Have students record class rankings on the Core Worksheet.

L3 Differentiate Have students write a journal entry explaining why they agree or disagree with the class ranking.

Display Transparency 25E, State and Local Spending. Ask: **How closely do State and local spending align with your rankings?** For example, did most students feel that education was the most important service? Were parks and recreation the least important?

EXTEND THE LESSON

L3 Differentiate Have students find one or two recent articles that describe a difference of opinion on how to fund public schools. Ask them to summarize in a bulleted list the main arguments from the different viewpoints. Then ask them to take a position and write a paragraph supporting their position.



The Federal Government shares the cost of highway projects like Boston's Big Dig with the States and counties where they are built. **Why do local governments make most decisions about road building?**

✓ Checkpoint
What is the purpose of public welfare spending?

entitled
adj. eligible for by right

recipient
n. one who receives

Between 1936 and 1996, the Federal Government provided cash assistance to needy families through the Aid to Families with Dependent Children (AFDC) program.⁶ AFDC was an **entitlement** program, which means that anyone who met the eligibility requirements was **entitled** to receive benefits. The Federal Government and the States shared the costs of providing AFDC benefits.

Critics of AFDC pointed to soaring costs, expanding caseloads, and the absence of time limits on benefits as serious problems with the program. Because of these issues, critics argued that the program encouraged people to depend on government assistance rather than become self-supporting.

In 1996, AFDC was replaced with a new and strikingly different program, Temporary Assistance to Needy Families (TANF). Unlike AFDC, TANF is a block grant program: The Federal Government gives States a fixed amount of money each year, regardless of whether the number of TANF **recipients** rises or falls. The States are then free to

⁶ AFDC was authorized by Title IV of the Social Security Act of 1935. Until 1962, the program was named Aid to Dependent Children, as the 1935 act was aimed simply at needy dependent children.

use the federal grant, plus the State funds that they are obliged to contribute, to design and implement their own welfare programs. TANF limits recipients to a total of five years of assistance during the course of their lifetimes, and recipients must work or participate in some form of vocational training or community service.

The number of families on welfare has plunged since the mid-1990s. Many who remain on welfare must overcome a number of barriers, such as physical or mental disabilities or substance abuse, in order to obtain and hold jobs. Now that States have the primary responsibility for welfare, it is their task to find ways to help these families.

Other Efforts States do much more to promote their citizens' health and welfare. They make and enforce antipollution laws to protect the environment; they inspect factories and other workplaces to protect worker safety; they license healthcare practitioners to ensure quality care; and the list goes on and on.

Public Safety

One of the oldest law-enforcement groups, the legendary Texas Rangers, was established in 1835. Today, a variety of police forces, from the local sheriff to academy-trained State police, operate in every State to preserve law and order.

The State police are perhaps the most visible group, since they patrol the State's roads and highways. State law-enforcement forces perform other vital services, as well. They may function as the primary police force in rural communities, investigate crimes, provide centralized files for fingerprints and other information, and provide training and many other services to support local law-enforcement agencies.

Each State has its own corrections system for those convicted of dealing with State crimes. States operate prisons, penitentiaries, and other correctional facilities, including those for juvenile offenders.

Operating these disciplinary systems is a growing burden for States. Today, more than 2.5 million people are incarcerated, more than half of them in State prisons.

Political Cartoon Mini-Lesson

Display Transparency 25F, Another Real Estate Foreclosure, when you discuss the responsibility of States to help local governments pay for public education. This cartoon predicts possible consequences if California chooses to cut school funding. The reference to foreclosure relates to the foreclosure and credit crisis in 2008, when many people lost their homes due to increases in their mortgage rates. Ask: **What does the building represent?** (schools and California's future) **What option is California considering to help balance its budget?** (making large cuts to school funding) **Does the cartoonist support this proposal? How do you know?** (No. He depicts the proposed cuts as a wrecking ball about to demolish the California school system and, with it, the State's future. The dark cloud above the school contributes to this gloomy forecast.)

Answers

Caption Possible response: Local governments are best able to judge where roads in their jurisdiction are most needed.

Checkpoint to provide cash assistance to needy citizens for up to five years while they work or receive training to become self-sufficient

Two leading causes of booming prison populations are (1) increases in the number of people sentenced for violent crimes and (2) the increasing length of the average prison sentence. One result is prison overcrowding. Another result is rising State corrections spending, which has more than doubled over the past 20 years. The States now spend more than \$40 billion each year to build, staff, and maintain prisons and to house prisoners.

In an effort to expand their prison capacity more affordably, many States have hired private contractors to operate some of their prisons. More than 5 percent of all State prisoners are now held in private facilities.

Highways and Other Services

Building and maintaining roads and highways is an enormous job. It regularly ranks among the most expensive of all the many items in State budgets.

Again, the Federal Government is a partner with the States in funding highways. The most impressive example is the Interstate Highway System, a network of high-speed roadways that spans the length and breadth of the continental United States. Construction of the system began with the 1956 Federal-Aid Highway Act and continues to this day.

The Interstate Highway System, now officially known as the Dwight D. Eisenhower System of Interstate and Defense Highways, is 99 percent finished. When finally complete, it will total some 45,000 miles. The Federal Government has paid roughly 90 percent of its total cost.

While the interstate system is a magnificent achievement, it constitutes only a tiny fraction of the nation's more than 4 million miles of roads. Many roadways are built with State, not federal, funds; and the States maintain those roads, as well.

State and local governments must also look after the physical safety of drivers on the roads. Besides patrolling the roads, State and local governments set speed limits. The States license drivers to ensure their competence, and many States require periodic safety inspections of vehicles.

As indicated earlier, the many services the States and their local units provide are really far too numerous to be recounted here. That these services are not detailed here does not discount the importance of such functions as the setting aside of public lands for purposes such as conservation and recreation, the regulation of business practices, and the protection of consumers from a variety of dangers and inconveniences.

Checkpoint How do State and local governments ensure the safety of the people?

capacity n. ability to hold

SECTION 3 ASSESSMENT

Essential Questions Journal To continue to build a response to the chapter Essential Question, go to your Essential Questions Journal.

1. Guiding Question Use your completed concept web to answer this question: What services do State and local governments provide?

Key Terms and Comprehension

- 2. What are the three largest spending categories in State and local budgets?
- 3. How is an entitlement program different from other spending programs?

Critical Thinking

- 4. Drawing Inferences Why do you think that many States asked the Federal Government to give them block grants to create their own welfare programs?
- 5. Expressing Problems Clearly What challenges do State and local governments face in providing for public welfare and safety? How are governments meeting these challenges?

Quick Write

Writing for Assessment: Write a Strong Opening Statement When writing for assessment, the opening statement should set forth the main idea of your response in an interesting and clear manner. Review your question and list of main points from Sections 1 and 2 and write an opening statement. Check it against your main idea and main points to be sure that all parts of your response are closely related.

Assessment Answers

1. State and local governments provide services such as education, public health programs (including Medicaid), and welfare. They promote public safety by maintaining police forces and correctional institutions, making antipollution laws, inspecting factories, licensing health-care providers, setting speed limits, licensing drivers, and requiring vehicle inspections. They build and maintain roads, set aside public lands, regulate businesses, and protect consumers from dangerous products.

- 2. education, other, public welfare
- 3. An entitlement program provides benefits to everyone who meets the eligibility requirements, and it is a form of social welfare.
- 4. possible response: so that the States could design welfare programs according to the needs and wishes of their own citizens
- 5. Possible response: The main challenge is lack of funds. In the case of the corrections system, many States have hired private contractors to operate some prisons. Also, TANF limits welfare recipients to five years of assistance during their lifetimes.

Assess and Remediate

L3 Collect the Core Worksheets and assess the students' class participation, using the Rubric for Assessing Individual Performance in a Group (Unit 7 All-in-One, p. 126).

L3 Assign the Section 3 Assessment questions.

L3 Section Quiz A (Unit 7 All-in-One, p. 102)

L2 Section Quiz B (Unit 7 All-in-One, p. 103)

Have students complete the review activities in the digital lesson presentation and continue their work in the Essential Questions Journal.

REMEDIATION

If Your Students Have Trouble With	Strategies For Remediation
Services provided by State and local governments (Questions 1, 2, 3, 5)	Draw a concept web on the board like the one in the first page of the section. With students, fill in the web with details about State and local government services. Tell students to add any additional details they did not have to their own concept webs.
Understanding block grants (Question 4)	Direct students to re-read the text about TANF and federal block grants and summarize that paragraph.

Answers

Checkpoint by maintaining police forces and corrections systems, inspecting workplaces for safety, and licensing health-care providers

QUICK WRITE Students should write an opening statement containing the main idea in their response to the question they selected. Sample opening statement: Each form of city government has its strengths and weaknesses based on the relationship between the executive and the other parts of the government.

LESSON GOAL

- Students will examine issues surrounding State budgets by balancing a sample budget.

Teach

INTRODUCE THE TOPIC

Tell students that a major challenge facing State leaders is to balance the budget. The main issue is how to pay for all the State's services while keeping taxes, fees, and debt low. Elected officials know that voters do not want services cut, but neither do they want higher taxes. Have students read the feature and answer the questions.

L2 ELL Differentiate Explain that a *loophole* is a feature in the tax code that allows some people or businesses to pay less tax.

BALANCE A SAMPLE STATE BUDGET

Distribute the worksheet for this feature (Unit 7 All-in-One, p. 104). Tell students that they will work in pairs to balance a simplified sample State budget. If possible, furnish calculators.

FOLLOW UP

When students have completed their worksheets, have them share their outcomes. Ask: **Were you able to balance the budget? Why or why not? What did you find most challenging about the activity?** Explain that a negative ending balance in the worksheet represents a negative deficit—in other words, a surplus. A *surplus* is extra money that can be saved for future spending.

Assess and Remediate

Have students write a main idea sentence for each quotation and then explain which one they agree with most, and why.

Answers

- (a) possible answer: because governments provide more services to more people than ever before (b) Possible answer: People want services, but no tax increases to pay for them. Therefore, officials risk losing reelection if they either cut services or raise taxes.
- (a) cut spending (b) levy a one-year tax increase to cover the shortfall and then save to cover future deficits (c) Answers will vary.

ISSUES OF OUR TIME

State Taxation and Spending

Track the Issue

The United States was founded, in part, on opposition to taxes. Nonetheless, governments have found many ways to raise money.

1646 **The Massachusetts Bay Colony** establishes the first property tax in the colonies.

1765 **Prompted by the Stamp Act**, the colonists declare "taxation without representation" to be illegal.

1862 **The Federal Government** provides for a temporary income tax to fund the Civil War.

1911 **Wisconsin** establishes the first State income tax.

1964 **New Hampshire** institutes the first modern-day State lottery to pay for programs.

1970s **Voters in several States** rebel against rising property taxes with laws limiting tax increases.

Governor Arnold Schwarzenegger (R., California) ▶

Perspectives

Many Americans complain that the government takes too much money out of their pockets. However, limits on taxes have contributed to deficit spending or cuts in services in the States. What issues do State government officials and taxpaying citizens need to consider when trying to balance budgets?

"With California facing a possible \$14 billion budget deficit, it is not surprising that legislators and the governor are considering tax increases. . . . The potential economic harm and unpopularity of tax increases should put spending increases on the back burner. . . . After all, it is spending increases, not tax breaks that got the State in a financial mess. State taxes take a larger share of personal income than ever before."
—Editorial, *Oakland Tribune*, January 2008

"[The governor's] budget all but ignores options for increasing revenues. . . . legislative leaders should adjourn and lock the doors for two weeks. That way, GOP lawmakers could go back to their districts and explain to voters why closing parks and plundering schools is preferable to closing tax loopholes. . . . Farsighted Republicans could agree to a one-year hike in taxes as part of a universal deal for long-term reform."
—Editorial, *Sacramento Bee*, January 2008

Connect to Your World

- Understand (a)** Why do you think that taxes have increased in number and percentage since independence? **(b)** What is the central conflict in the relationship between taxation and government services?
- Compare and Contrast (a)** How does the editor of the *Oakland Tribune* suggest that California balance its budget? **(b)** How does the editor of the *Sacramento Bee* think that goal should be accomplished? **(c)** With which viewpoint do you agree? Why?

GOVERNMENT ONLINE In the News

To find out about how State budgets affect you, visit PearsonSuccessNet.com

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Background

TAX REVOLT IN ARIZONA The economic downturn in 2008 strained the budgets of families and States. In Arizona, Governor Janet Napolitano vetoed a proposed law that would reduce property taxes. Outraged citizens decided to bypass the legislative process and fight for tax relief directly through the ballot. Citizen organizations, such as The Sun City Taxpayers Association, began gathering signatures to put initiatives on the ballot. These initiatives would limit the amount of property taxes the State could impose. Property taxes hit retirement communities, such as Sun City, especially hard. Most retirees are living on fixed incomes—their incomes do not rise to cover tax increases. If these initiatives pass, however, Arizona could sink deeper into its budget deficit.

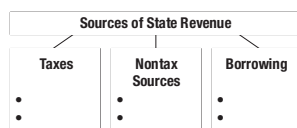
SECTION 4

Financing State and Local Government



Guiding Question

How do State governments raise money to pay for services? Use a chart similar to the one below to record information about the sources of State revenue.



Political Dictionary

- sales tax
- regressive tax
- income tax
- progressive tax
- property tax
- assessment
- inheritance tax
- estate tax
- budget

Objectives

1. Describe the major Federal and State limits on raising revenue.
2. List the four principles of sound taxation.
3. Identify major tax and nontax sources of State and local revenue.
4. Explain the State budget process.

Image Above: Sales taxes are a major source of revenue for State and local governments.

Altogether, the 50 States and their thousands of local governments now take in and spend well over \$2 trillion per year. If you were to place 2 trillion dollar bills end to end, they would extend more than 185 million miles—farther than the distance from Earth to the planet Venus. Where do those governments get all that money, and what do they do with it?

Limits on Raising Revenue

The States now take in well over \$750 billion in taxes every year. Their local governments collect some 625 billion tax dollars every year. Those two basic levels of government also receive nearly \$1 trillion from several nontax sources, too—much of it from the Federal Government.

The power to tax is one of the major powers of the States in the federal system. In a strictly legal sense, then, their taxing power is limited only by the restrictions imposed by the Federal Constitution and those imposed by a State's own fundamental law.⁷

Federal Limitations The Federal Constitution does place some restrictions on the taxing abilities of State and local government. Although few in number, those limits do have a major impact.

The Constitution prohibits the States from taxing interstate and foreign trade. Remember, the Supreme Court's decision in *McCulloch v. Maryland*, in 1819, bars States from taxing the Federal Government or any of its agencies or functions.

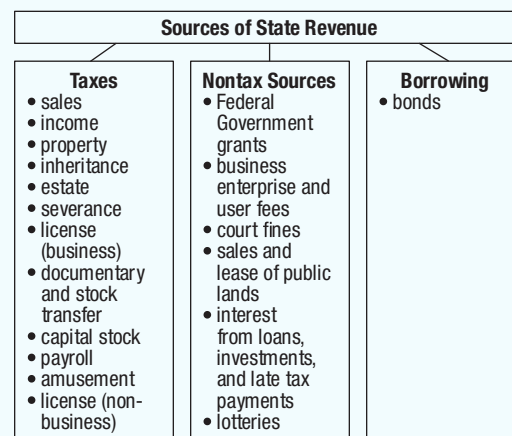
The 14th Amendment's Due Process and Equal Protection clauses place important limits on the power to tax at the State and local levels. Essentially, the Due Process Clause requires that taxes be (1) imposed and administered *fairly*; (2) not so heavy as to actually confiscate property, and (3) imposed only for *public* purposes.

The Equal Protection Clause forbids the making of unreasonable classifications for the purpose of taxation. The clause thus forbids tax classifications

⁷ Remember, the power to tax is also limited by any number of practical considerations—including, especially, economic and political factors.

GUIDING QUESTION

How do State governments raise money to pay for services?



Get Started

LESSON GOALS

Students will . . .

- list and categorize taxes as progressive or regressive.
- use a bar graph to discuss sources of State and local revenue.
- evaluate different types of State and local taxes based on four criteria describing "a good tax."

SKILLS DEVELOPMENT

ANALYZE SOURCES

To help students learn to analyze sources, have them turn to the Skills Handbook, p. S14 and use the steps explained there to complete the Extend Worksheet.

Focus on the Basics

Here is the information that your students need to learn in this section.

FACTS: • The federal Constitution and State constitutions restrict State and local taxing powers. • Adam Smith identified four principles of sound taxation: equality, certainty, convenience, and economy. • The Due Process clause requires taxes to be imposed fairly, in reasonable amounts, and only for public purposes.

CONCEPTS: taxation, Due Process Clause, Equal Protection Clause, budget

ENDURING UNDERSTANDINGS: • Progressive taxes rise along with ability to pay, while regressive taxes fall most heavily on low-income individuals. • Sources of State and local funding include taxes, nontax sources (especially federal grants), and borrowing. • The State budget is the plan for the control and use of public money.

BEFORE CLASS

Assign the section, the graphic organizer in the text, and the Reading Comprehension Worksheet (Unit 7 All-in-One, p. 105) before class.

L2 Differentiate Reading Comprehension Worksheet (Unit 7 All-in-One, p. 107)

BELLRINGER

Create a two-column chart on the board, with the headings “Progressive” and “Regressive.” Write on the board: **Categorize these taxes: sales tax, income tax, property tax, tax on movie tickets, and tax on drivers’ licenses.**

L1 L2 ELL Differentiate Remind students that a *progressive tax* requires people with higher incomes to pay more than those with lower incomes. A *regressive tax* is not based on ability to pay.

Checkpoint
What are the constitutional limits on State taxes?

arbitrary
adj. determined by chance

contrived
adj. planned, designed

exemption
n. something freed from a duty

based on race, religion, nationality, political party membership, or any other factors beyond what is reasonable.

Most tax laws do involve some form of classification, however. Thus, a cigarette tax is collected only from those who buy cigarettes, as this is a reasonable classification.

State Limitations Each State’s constitution limits a State’s taxing powers. State constitutions also limit the taxing powers of their local governments, often in great detail.

Most State constitutions create tax **exemptions** for religious and other nonprofit groups. State codes often set maximum rates for levies such as sales taxes or local property taxes. Some States prohibit certain taxes—for example, a general sales tax or a personal income tax.

Since local governments have no independent powers, the only taxes they can impose are those that the State allows them to levy. States have been restrictive in the matter. Even local units with home-rule charters are closely limited as to what and how they can tax.

Principles of Sound Taxation

Any tax, if taken by itself, can be shown to be unfair. If a government’s total revenues were to come from one tax—say, a sales, an income, or a property tax—its tax system would be very unfair. Some people would bear a much greater burden than others, and some would bear little or none. Each tax should thus be defensible as part of a tax system.

In his classic 1776 book *The Wealth of Nations*, Scottish economist Adam Smith laid out four principles of a sound tax system, which tax experts still cite today:

PRIMARY SOURCE

1. The subjects of every state ought to contribute towards the support of the government as nearly as possible, in proportion to their respective abilities; that is, in proportion to the revenue which they respectively enjoy under the protection of the state.

2. The tax which each individual is bound to pay ought to be certain, and not arbitrary.

3. Every tax ought to be levied at the time, or in the manner, in which it is most likely to be convenient for the contributor to pay it.

4. Every tax ought to be so contrived as to both take out and to keep out of the pockets of the people as little as possible over and above what it brings into the public treasury. . . .

—*The Wealth of Nations*

Shaping a tax system that meets those standards of equality, certainty, convenience, and economy is just about impossible. Still, that goal should be pursued.

Sources of Revenue

Beyond the limits noted, a State can levy taxes as it chooses. The legislature decides what taxes the State will impose, and at what rates. It decides, too, what taxes localities can levy.⁸

The Sales Tax The sales tax is the most productive source of State income today. It accounts for about one third of all tax monies the several States now collect.

A **sales tax** is a tax placed on the sale of various commodities; the purchaser pays it. It may be either *general* or *selective* in form. A general sales tax is one applied to the sale of most commodities. A selective sales tax is one placed on the sale of only certain commodities.

In 1932, Mississippi became the first State to levy a sales tax. Today, 45 States do so.⁹ The rates range from 2.9 percent in Colorado to as much as 7.25 percent in California; most States now peg the rate at 5 or 6 percent. Some things are exempted from the tax almost everywhere—most commonly, food, medicine, and newspapers. A growing number of

- ⁸ Some State constitutions do grant certain taxing powers directly to some local governments, but this is not common practice.
- ⁹ Only Alaska, Delaware, Montana, New Hampshire, and Oregon do not levy general sales taxes, but each does impose various selective sales taxes.

Differentiated Resources

The following resources are located in the All-in-One, Unit 7, Chapter 25, Section 4:

- L3** Reading Comprehension Worksheet (p. 105)
L2 Reading Comprehension Worksheet (p. 107)
L3 Core Worksheet (p. 109)
L3 L4 Extend Worksheet (p. 112)
L3 Quiz A (p. 115)
L2 Quiz B (p. 116)
L3 Chapter Test A (p. 117)
L2 Chapter Test B (p. 120)

Answers

Checkpoint States may not tax interstate or foreign trade, tax the Federal Government or any of its agencies or functions, impose unfair or unreasonably heavy taxes, impose taxes for purposes other than public purposes, or make unreasonable classifications for tax purposes.

The image shows two sample worksheets from the All-in-One, Unit 7, Chapter 25, Section 4. The left worksheet is titled "Reading Comprehension Worksheet" and contains questions about state constitutions and taxes. The right worksheet is titled "Core Worksheet" and contains a table for recording student responses to questions about state constitutions and taxes.

cities, and some urban counties, also levy sales taxes today—a “piggy-back tax,” added on to and collected with the State tax.

All 50 States impose a selective sales tax on gasoline, alcoholic beverages, cigarettes, and insurance policies. Many of them also place selective sales taxes on such things as hotel and motel accommodations, restaurant meals, and theater and other amusement admissions.

Sales taxes are widely used for two major reasons: They are easy to collect, and they are dependable revenue producers. Yet a sales tax is a **regressive tax**—that is, it is not levied according to a person’s ability to pay. The tax falls most heavily on those least able to pay it.

States are prohibited from collecting the sales taxes on most Internet purchases. That is because products made in one State are sold online to customers across the country. As more and more people shop via the Internet, the States complain that the drain on their sales tax receipts could very well lead

to a reduction of public services and/or an increase in their sales tax and other tax rates. Congress, acting under its commerce power, put a temporary **moratorium** on State taxation of e-commerce in 1998 and renewed it most recently in 2007.

The Income Tax The **income tax**, which is levied on the income of individuals and/or corporations, yields another one third of State tax revenues today. Wisconsin enacted the first State income tax in 1911. Today, 43 States levy an individual income tax; 46 have some form of corporate income tax.¹⁰

The individual income tax is usually a **progressive tax**—that is, the higher your income, the more tax you pay. Income tax rates vary among the States, from 1 or 2 percent on lower incomes in most States to 9

¹⁰ Nevada, Texas, Washington, and Wyoming levy neither type of income tax. Alaska, Florida, and South Dakota impose only the corporate tax.

Checkpoint
What are the benefits and drawbacks of the sales tax?

moratorium
n. freeze, suspension

Teach

To present this topic using online resources, use the lesson presentations at **PearsonSuccessNet.com**.

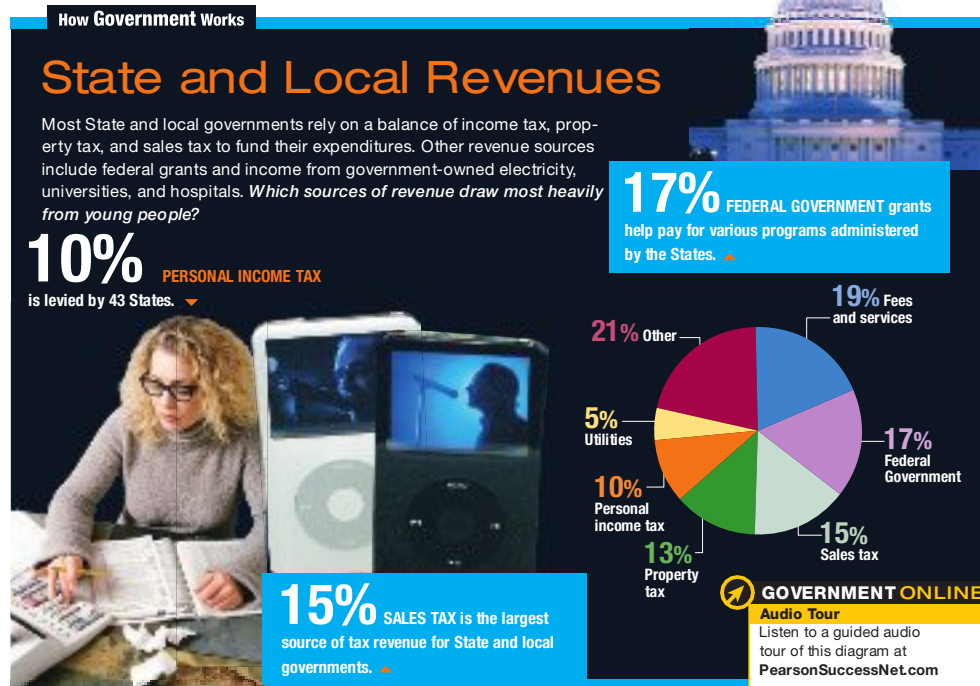
REVIEW THE TWO TYPES OF TAXES

Ask students to share their lists from the Bellringer activity and record their responses on the board in the two-column chart. (*regressive: sales tax, property tax, tax on movie tickets, tax on drivers’ licenses; progressive: income tax*) Discuss why States levy different kinds of taxes. (*Any individual tax places a larger burden on some people than on others. A variety of taxes spreads the burden, making the tax system as a whole more fair.*) Ask: **Do you think progressive or regressive taxes are fairest? What are the benefits and drawbacks of each type?** (*Some students may feel that progressive taxes are fairer because they are based on ability to pay, while others may feel that regressive taxes are fair because they affect only those who use the taxed items.*)

DISCUSS STATE AND LOCAL REVENUE SOURCES

Point out that State and local governments do not rely solely on taxes for revenue. Display Transparency 25G, State and Local Revenue, and discuss the data. Ask: **Which sources produced the most and the least revenue for State and local governments?** (*most: Charges and Misc.; least: Utilities*) **About how much did the Federal Government provide to State and local governments?** (*about \$438 billion*) Tell students to raise their hands when you name each revenue source if they have ever contributed to that source directly. If your State has a sales tax, most students will have paid that. Some students with jobs may also pay a State income tax, and they may have paid fees for the use of parks. Ask students if they feel that the taxes they pay are fair and ask them to explain their opinions.

Tell students to go to the Interactivity to explore how different States raise money.



Chapter 25 • Section 4 763

Background

REGRESSIVE TAX A regressive tax takes a larger percentage of income from low-income people than from high-income people. For example, suppose Jay pays a \$1 sales tax when he buys a DVD. His income is \$100. This tax represents 1% of Jay’s income (\$1/\$100). Now suppose Keisha, whose income is \$1,000, buys the same DVD and pays \$1 tax. The tax represents 0.1% of her income (\$1/\$1,000). This regressive tax puts a heavier burden on Jay, because it takes a larger percentage of his income than it does of Keisha’s. Property taxes are typically regressive as well. While people with higher incomes tend to have more expensive homes and therefore pay more property tax, the tax is not based on income. Suppose two people in the same locality own homes valued at \$200,000. The property tax rate is \$10 per \$1,000 assessed value. Both will pay \$2,000 (\$10 × 200), regardless of their income.

Answers

Checkpoint benefits: easy to collect, dependable source of revenue; drawbacks: regressive, difficult to apply to Internet sales

State and Local Revenues sales tax and personal income tax if the young person has a job

INTRODUCE THE ACTIVITY

Distribute the Chapter 25 Section 4 Core Worksheet (Unit 7 All-in-One, p. 109). Refer students to Adam Smith’s four criteria on the worksheet or in the textbook. Tell students that they will work in pairs to evaluate different State and local taxes based on these criteria.

L1 L2 ELL Differentiate Before beginning this portion of the lesson, have students read aloud each criterion and then restate it in their own words.

Name _____ Class _____ Date _____

CHAPTER
25
Section 4

CORE WORKSHEET

Financing State and Local Government 3

“Good” Taxes

Rate each tax described below based on Adam Smith’s four criteria for a good tax. For example, circle 1 if the tax does not meet the criterion at all; circle 5 if it meets the criterion perfectly.

Four Criteria for a Good Tax	
1. Equality: Taxes should be based on income, or ability to pay.	
2. Certainty: The amount owed should be clear and understandable, and not imposed arbitrarily.	
3. Convenience: Taxes should be levied at times and in ways that make it convenient for people to pay.	
4. Economy: Taxes should be reasonable; they should not exceed what is needed to run the government.	

1. a 5 percent State tax on all meals served in restaurants, but not on fast food or take out

• Equality 1—2—3—4—5

• Certainty 1—2—3—4—5

• Convenience 1—2—3—4—5

• Economy 1—2—3—4—5

2. a 6 percent tax on estates worth over \$500,000, even though the deceased people had already paid income tax on the money when they earned it

• Equality 1—2—3—4—5

• Certainty 1—2—3—4—5

• Convenience 1—2—3—4—5

• Economy 1—2—3—4—5

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Checkpoint
What is a progressive tax?

beneficiary
n. one who benefits

graduated
adj. scaled

enterprise
n. initiative, drive, determination

percent or more on the highest incomes in a few States. Those who pay the tax receive various exemptions and deductions in calculating their taxable income.

Corporate income tax rates are usually a uniform (fixed) percentage of income. Only a few States set the rates on a **graduated** basis.

The progressive income tax is held by many to be the fairest—or the least unfair—form of taxation, because it can be geared to a person’s ability to pay. If the rates are too high, however, the tax can discourage individual **enterprise**.

The Property Tax Property taxes have been a major source of governmental revenue since the early colonial period. Once the major source of State revenue, they are now levied almost exclusively at the local level. They provide roughly three fourths of all local governmental income today.

A **property tax** is a levy on (1) real property, such as land, buildings, and improvements that go with the property if sold; or (2) personal property, either tangible or intangible. Tangible personal property is movable wealth that is visible and the value of which can be easily assessed—for example, computers, cars, and books. Intangible personal property includes such things as stocks, bonds, mortgages, and bank accounts.

The process of determining the value of the property to be taxed is known as **assessment**. An elected county, township, or city assessor usually carries out the task.

Supporters of the property tax argue that, because government protects property and often enhances its value, property owners can logically be required to contribute to the support of government. They note that the rate at which the tax is levied can be readily adjusted to meet governmental needs.

Critics insist that the property tax is not progressive, not geared to one’s ability to pay. They also argue that it is all but impossible to set the value of all property on a fair and equal basis. They also note that personal property is easily hidden from assessors.

Inheritance or Estate Taxes Every State has some form of inheritance or estate tax, sometimes called the “death tax.” An

inheritance tax is levied on the **beneficiary’s** (heir’s) share of an estate. An **estate tax** is one levied directly on the full estate itself.

Business Taxes A variety of business taxes, in addition to the corporate income tax, are important sources of revenue in most States. More than half the States impose severance taxes, levies on the removal of natural resources such as timber, oil, minerals, and fish from the land or water.

Every State has various license taxes that permit people to engage in certain businesses, occupations, or activities. For example, all States require that corporations be licensed to do business in the State. Certain kinds of businesses—chain stores, amusement parks, taverns, and transportation lines—must have an additional operating license. Most States also require the licensing of doctors, lawyers, hairdressers, plumbers, electricians, insurance agents, and a host of others.

Many States have levies known as documentary and stock transfer taxes. These are charges made on the recording, registering, and transfer (sale) of such documents as mortgages, deeds, and securities. Some States also impose capital stock taxes, which are levied on the total assessed value of the shares of stock issued by a business.

Other Taxes A variety of other taxes are imposed by the States and their local governments in order to raise revenues. As a leading example, payroll taxes produce huge sums; the monies generated by those taxes are held in trust funds to pay the benefits provided by unemployment assistance, accident insurance, and retirement programs. Most States levy amusement taxes for admission to theaters, sports events, circuses, and the like. Every State imposes license taxes for various nonbusiness purposes—notably, on motor vehicles and drivers, and for such things as hunting, fishing, and marriage.

Nontax Sources Taxes have never been very popular, and so State and local officials have long looked for nontax revenue sources. Today, the States and their many local governments take in more than a trillion dollars a year from these sources. Much

Background

VALUING PROPERTY FOR TAXES Outdated property taxes drove Nassau County, New York, into bankruptcy in 2000. The county valued each house according to the cost of building that house—in 1938, when a movie ticket cost 20 cents and a nickel bought a hotdog. Another problem was that a house in a desirable town could sell for twice or three times as much as a house in a distressed town, but both owners paid property taxes at the same rate. As long as some voters benefited from the system, the county refused to update assessments, which led to bankruptcy. Nassau County has since gone through a reassessment that brought property taxes in line with current market values.

Answers

Checkpoint a tax levied based on the income of individuals and sometimes on corporations



Property taxes may be charged on real estate, such as houses (left), and on personal property, which includes cars (right). **Why do you think real estate is easier for governments to value and tax than purchases or income?**

of that huge amount comes as grants from the Federal Government.

Business enterprises and user fees. State and local governments also make money from a variety of publicly operated business enterprises. Toll roads and bridges are especially popular in the East. Several States, notably Washington, are in the ferry business. North Dakota markets a baking flour, sold under the brand name “Dakota Maid,” and is also in the commercial banking business. Eighteen States are in the liquor business, selling alcohol in State-operated stores.¹¹

Many cities own and operate their water, electric power, and bus transportation systems. Some cities operate farmers’ markets; rent space in their office buildings, warehouses, and housing projects; and operate dams and wharves. Receipts from such businesses support the local governments that own them. Other nontax sources include court fines, sales and lease of public lands, and interest from loans, investments, and late tax payments. Among the many public services for which those who use them must now pay a fee are hospitals, airports, parks, water, sewers, and garbage disposal.

Lotteries. For many years, nearly all forms of gambling were outlawed in every State

except Nevada. Most States have relaxed their anti-gambling laws, hoping to attract dollars, jobs, and tourists. Today, only Hawaii and Utah do not permit any kind of gambling.

State-run lotteries net some \$17 billion per year for 42 States, the District of Columbia, Puerto Rico, and the U.S. Virgin Islands.¹² Lotteries provide revenue without raising taxes. Supporters note that they are popular, voluntary, and offer an alternative to illegal gambling. Opponents say that lotteries prey on the poor and encourage compulsive gambling. Lottery proceeds are used for a number of purposes among the States. About half of States with lotteries **earmark** all or most of their revenue for education. Some channel the money directly to the State’s general fund, while others dedicate most of it to economic development.

earmark
v. set aside for a
specific purpose

Borrowing The States and many of their local governments regularly borrow money to pay for such large undertakings as the construction of schools, highways, hospitals, sports facilities, and college dormitories. Much of that borrowing is done by issuing bonds, much as the Federal Government does. Generally, State and local bonds are fairly easy to market because the interest paid on them is not subject to State or federal income taxes.

¹¹ Those states are Alabama, Idaho, Iowa, Maine, Michigan, Mississippi, Montana, New Hampshire, North Carolina, Ohio, Oregon, Pennsylvania, Utah, Vermont, Virginia, Washington, West Virginia, and Wyoming. North Carolina’s stores are operated by the counties; Wyoming’s liquor monopoly operates only at the wholesale level.

¹² Eight States do not operate lotteries: Alabama, Alaska, Arkansas, Hawaii, Mississippi, Nevada, Utah, and Wyoming.

FOLLOW UP THE ACTIVITY

Discuss students’ evaluations of the taxes. Ask students to raise their hands for “best” or “worst” as you name each tax on the worksheet, and record the vote on the board. Is there a general agreement on these designations? If so, have volunteers explain why they selected the tax they did for the best and worst. If there was no consensus, discuss with students why there is so much difference of opinion among the class on what is a good tax. Ask students to explain what so many differences of opinion in your classroom might indicate about the difficulties of establishing tax policies in the larger world.

L3 Differentiate Tell students that some people believe that there should be few or no federal taxes—only State or only local taxes. Have students write a journal entry that uses what they have learned about State and local taxes to address the Chapter Essential Question: How local should government be? Students should explore whether they think federal taxes are “fair,” if people in one State pay for services or expenditures in another State.

Government
online

All print resources are available
on the Teacher’s Resource Library
CD-ROM and online at PearsonSuccessNet.com.

EXTEND THE LESSON

L3 L4 Differentiate Have students read “Estates of Pain” in the Extend Worksheet (Unit 7 All-in-One, p. 112) and answer the questions.

L3 Differentiate Have students do research to identify a State with a tax initiative on the ballot in 2008. Have them summarize the purpose of the initiative and provide the results of the vote.

L1 L2 Differentiate Ask students to create a concept web to show the various sources of State and local revenue, including the different types of taxes, borrowing, and other means of generating income.

L4 Differentiate Separate students into groups of three or four. Have them research to find State and community government resources that provide information about specific revenue sources. Ask each group to create circle graphs illustrating (1) the sources of your State’s revenues and (2) how those revenues are distributed to and spent in your community. Tell students to include a summary explaining each graph.

Answers

Caption Real estate transactions are public, recorded, and visible, and therefore easier to access.

Political Cartoon Mini-Lesson

Display Transparency 25H, The Shortfall, when you discuss State budgets. This cartoon depicts a budget crisis. Ask: **Whom do the people represent?** (*the citizens of the State*) **What are they doing?** (*waiting to be fed*) **How does the cartoonist depict revenues?** (*as the promise of food to feed the citizens*) **What problem does the State have?** (*Its revenues are much smaller than its overall budget and insufficient to support the citizens of the State.*) **How does the dining scene contribute to the meaning of the cartoon?** (*The dining scene makes the point that revenues are a necessity of life for the State—like food.*)

Assess and Remediate

L3 Collect the Core Worksheets and assess the students' work.

L3 Assign the Section 4 Assessment questions.

L3 Section Quiz A (Unit 7 All-in-One, p. 115)

L2 Section Quiz B (Unit 7 All-in-One, p. 116)

Have students complete the review activities in the digital lesson presentation and continue their work in the Essential Questions Journal.

REMEDIATION

If Your Students Have Trouble With	Strategies For Remediation
State revenues (Questions 1, 5)	Display Transparency 25G. Review with students each bar on the graph and check understanding by asking them to make one true statement about the graph.
Progressive and regressive taxes (Question 2)	Tell students to make a Venn diagram to compare and contrast features of progressive and regressive taxes, including examples of each.
Limits on State taxes (Question 3)	Have students work with a partner to make an outline of the text under the heading "Limits on Raising Revenue."
Adam Smith's four principles of sound taxation (Question 4)	Have students rewrite each of Smith's principles in their own words in their notebooks.

Answers

Checkpoint to pay for large undertakings, such as the construction of schools, highways, hospitals, and sports facilities

Assessment Answers

- 1. State governments raise money through a variety of taxes, such as sales, income, property, inheritance, estate, and various business taxes. Nontax sources include Federal Government grants, court fines, sales and lease of public lands, interest, and lotteries. States borrow funds by issuing bonds.
- 2. Income taxes are progressive because they are levied according to a person's ability to pay. The higher the income, the more tax is paid.
- 3. States cannot tax interstate or foreign trade, or tax the Federal Government or any of its

- agencies or functions. Taxes must be fair, not so heavy as to confiscate property, and imposed only for public purposes. States may not make unreasonable classifications for tax purposes.
- 4. (a) (1) Citizens should contribute to government revenues in proportion to their income. (2) The tax amount should be clear. (3) Paying taxes should be convenient. (4) The tax amount should not exceed what is necessary to run the government. (b) People are more likely to accept taxes that are fair, clear, convenient, and not excessive.

- 5. (a) Lotteries raise money without raising taxes, but people who participate are often those least able to afford to do so. (b) State-run businesses raise money without raising taxes, but government monopolies on certain businesses can lead to higher prices. (c) Property taxes can be fair because the people with the most highly valued property pay the most taxes. However, high property taxes can make home ownership unaffordable.
- QUICK WRITE Students should write a summation that concludes their response to the question.

Checkpoint How and why do State and local governments borrow money?

default v. fail to pay

At various times in the past, many State and local governments defaulted on their debts. Thus, most State constitutions now place quite detailed limits on the power to borrow. Altogether, the 50 States' debts now total about \$900 billion, and local governments owe more than a trillion dollars.

State Budgets

A public budget is much more than book-keeping entries and dollar signs. It is a financial plan, a plan for the control and use of public money, public personnel, and public property. It is also a political document, a highly significant statement of public policy. Here, in its budget, the State establishes its priorities and decides who gets what, and who doesn't.

For more than 150 years, State budgets were the product of haphazard and uncoordinated steps centered in the legislature. Various State agencies appeared before legislative committees, each seeking its own funding, often in fierce competition with one another. Their chances of success depended far less on need or merit than on whatever political muscle they could bring to bear. When the legislature adjourned, no one had any real idea of how much had been appropriated or for what. Inevitably, extravagance and waste, unresolved problems, debt, favoritism, and graft were all parts of the process.

State budgets are strikingly different things today. They remain highly charged

political documents, but they are the end products of what is, by and large, an orderly and systematic process.

All but three States have now adopted the executive budget, which gives the governor two vital powers: (1) to prepare the State's budget, and, after the legislature has acted upon his or her recommendations, (2) to manage the spending of the monies set aside by the legislature.¹³ The basic steps in the budget process are much the same at the State, local, and federal levels:

- 1. Each agency prepares estimates of its needs and proposed expenditures in the upcoming fiscal period.
- 2. Those estimates are reviewed by an executive budget agency.
- 3. Revised estimates, with supporting information, are brought together in a consolidated financial plan, the budget, which the governor presents to the legislature for its consideration.
- 4. The legislature reacts to the proposed budget, part by part, appropriates the funds it deems necessary, and enacts whatever revenue measures may be needed.
- 5. The governor supervises the execution of the budget—the actual spending of the funds provided by the legislature.
- 6. The execution of the budget is subject to an independent check—a postaudit.

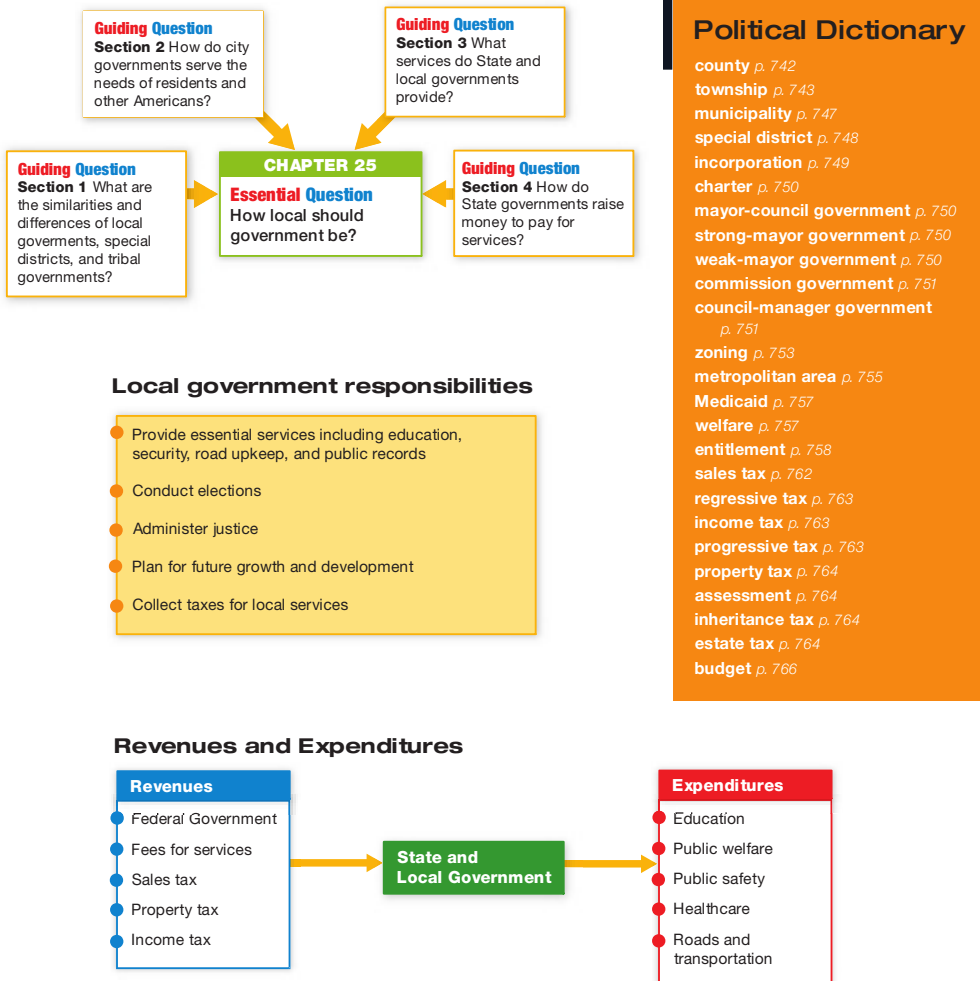
¹³ In Mississippi, South Carolina, and Texas, budget making is shared by the governor and the legislature.

SECTION 4 ASSESSMENT

Essential Questions Journal To continue to build a response to the chapter Essential Question, go to your Essential Questions Journal.

- 1. Guiding Question Use your completed chart to answer this question: How do State governments raise money to pay for services?
- Key Terms and Comprehension
- 2. Explain why income taxes are generally described as progressive taxes.
- 3. What limits does the U.S. Constitution put on the States' ability to tax?
- Critical Thinking
- 4. Determining Relevance (a) What are Adam Smith's four principles of sound taxation? (b) What do you think makes each principle important?
- 5. Identifying Alternatives What might be the advantages and disadvantages of raising revenue through (a) A State-run lottery? (b) A State-run business? (c) A State-wide property tax?

Quick Write Writing for Assessment: Write a Summation Assessment essays often end with a summation. The summation should restate, briefly, your main points and echo the opening statement. Write a summation for the question you chose in Section 1. Check your summation against your main points to be sure that all are closely related.



Have students download the digital resources available at Government on the Go for review and remediation.

STUDY TIPS

Learning Styles Explain that figuring out their particular way of absorbing information can go a long way toward helping students study more effectively. The simplest and most useful grouping of learning styles divides people into visual, auditory, and kinesthetic/tactile learners. Have students consider the following questions to help them recognize their preferred learning style: Do they remember information best when they read it, hear it, or take notes about it? When learning new vocabulary, do they tend to visualize the word, sound out the word, or write the word down? Are they likely to forget names but remember faces? Remember names but forget faces? Remember what they were doing or where they were when meeting someone new? These examples illustrate visual, auditory, and kinesthetic learners, in that order. Visual learners need quiet study time and learn well using outlines. Auditory learners do well with group discussions and audiotapes. Kinesthetic learners benefit from short study sessions and role playing.

ASSESSMENT AT A GLANCE

Tests and Quizzes

Section Assessments
Section Quizzes A and B, Unit 7 **All-in-One**
Chapter Assessment
Chapter Tests A and B, Unit 7 **All-in-One**
Document-Based Assessment
Progress Monitoring Online
ExamView Test Bank

Performance Assessment

Essential Questions Journal
Presentation of Small-Group Plans, p. 752
Assessment Rubrics, **All-in-One**

For More Information

To learn more about local governments, refer to these sources or assign them to students:

L1 Silate, Jennifer. *Your Mayor: Local Government in Action*. The Rosen Publishing Group, Inc., 2004.

L2 Snedden, Robert. *Growth of Cities (Earth's Changing Landscape)*. Franklin Watts Ltd, 2007.

L3 Duany, Andres, Elizabeth Plater-Zyberk, and Jeff Speck. *Suburban Nation: The Rise of Sprawl and the Decline of the American Dream*. North Point Press, 2001.

L4 Morgan, David R., Robert E. England, and John P. Pelissero. *Managing Urban America*. CQ Press, 2006.

Chapter Assessment

COMPREHENSION AND CRITICAL THINKING

SECTION 1

1. (a) A county is a unit of local government that consists of several towns or townships. Counties, unlike towns or townships, tend to have larger groups of administrators, with no chief administrator. Towns are smaller units. In New England they are the major form of local government, and are governed by a board of select persons and through town meetings. Townships are the major form of local government in New York, New Jersey, and in the Midwestern States. They are also generally administered by an elected board. (b) Like the Federal Government, recognized tribal governments are sovereign and may operate like small nations outside of the control of Federal and State governments. Unlike the Federal Government, tribes require federal recognition for sovereign status. (c) Like State governments, tribal governments are subordinate to the Federal Government in some ways. Tribal governments use federal funds and tax revenues to provide services. Also, they are responsible for geographic units within the U.S. However, tribal governments have more autonomy than do State governments.
2. (a) to include all the town's eligible voters in decisions that affect the town (b) One benefit is that town meetings are a form of direct democracy, where all voters have a say in how the town is run. It is a very fair and open form of government. A drawback is that as populations grow and problems become more complex, it can be difficult to make decisions in such a wide-open forum with so many people involved. (c) Possible responses: Yes. Our community is small enough that direct citizen participation is practical. OR: No. Our city is too large for all citizens to meet at once. Also, the problems are too complex for many people to solve efficiently.

SECTION 2

3. (a) City governments provide police and fire protection, sewer and water, sanitation, public health, planning, and zoning. They maintain schools, libraries, roads, bridges, and parks. (b) City leaders deal with issues that come with large populations that might not occur in more rural or suburban areas. These include issues of higher crime, traffic management, public

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Chapter Assessment

GOVERNMENT ONLINE
Self-Test
To test your understanding of key terms and main ideas, visit
PearsonSuccessNet.com

Comprehension and Critical Thinking

Section 1

1. (a) How do counties differ from towns or townships? (b) What similarities and differences are there between the Federal Government and a tribal government? (c) What similarities and differences are there between tribal and State governments?
2. (a) What is the purpose of a New England town meeting? (b) What are its benefits and limitations? (c) Would it be a good form of government for your community? Why or why not?

Section 2

3. Think about large cities as opposed to less populous communities. (a) What types of services do city governments provide? (b) What types of special issues or problems do city leaders deal with?
4. Voters in a few cities have rejected zoning with noticeable results. (a) What do you think those results are? (b) How might a lack of zoning affect your quality of life?

Section 3

5. (a) What powers are delegated to the States that are denied to the federal government? (b) Does this division of powers make public services less efficient or more efficient, in your opinion?
6. (a) In what ways do States try to ensure the public safety of their citizens? (b) What challenges do States face in ensuring public safety?

Section 4

7. Some States are turning increasingly to nontax revenue sources. (a) Why do you think States prefer nontax revenues to taxes? (b) Some people are critical of using a lottery as a method for raising State revenue. Why do you think this is the case? Do you agree or disagree?

8. **Analyzing Political Cartoons** Study the cartoon below about a man making a purchase over the Internet with his personal digital assistant. (a) Why must he pay a sales tax? (b) What does this cartoon imply about the sales tax as a State, not federal, source of revenue?



Writing About Government

9. Use your Quick Write exercises from the section assessments in this chapter to write a three-paragraph essay that answers your question about local government and finance. The question should be answered in at least three paragraphs—one for each of your main points—including a strong opening statement and a clear summation. Make sure that your essay is concise, correctly spelled, and demonstrates an understanding of correct grammar. See pp. S11–S12 of the Skills Handbook.

Apply What You've Learned

10. **Essential Question Activity** Research your local community or county government structure and budget. Answer the following questions:
 - (a) What positions in local government are elected and what positions are appointed?
 - (b) What are the most costly programs in the local government budget?
 - (c) Which officials have the greatest authority over the budget?
 - (d) What responsibilities does the State require of local government?

11. **Essential Question Assessment** Use the results of your research to prepare an election brochure that helps you answer the Essential Question: **How local should government be?** Create a brochure for a fictional candidate for local office explaining the responsibilities of the office and including specific promises to the voters, a description of the goals of local government, and how the candidate hopes to work with State government and appointed local officials.

Essential Questions Journal To respond to the chapter Essential Question, go to your **Essential Questions Journal**.

transportation, over-crowding and housing, pollution, and disease prevention.

4. (a) various kinds of homes and businesses in the same areas; lack of open space (b) Unplanned growth could create parking problems, traffic congestion, and lack of green space for residents to enjoy.

SECTION 3

5. (a) all powers not expressly delegated to the National Government in the Constitution (b) Possible response: More efficient. The United States is too large and diverse for one huge government to provide all

services. Local governments understand the needs of their communities and can focus their funds on the services their citizens need most.

6. (a) State police and law-enforcement services; State corrections systems (b) booming prison populations and insufficient funds

SECTION 4

7. (a) possible answer: because tax increases tend to be unpopular, and officials who propose them risk losing the next election (b) Possible response: Some people are against lotteries on moral grounds,

Document-Based Assessment

CHAPTER 25

State Safety Laws and the Police Power

According to the Federal Constitution, the police power is reserved to the States. However, how the States apply this authority to oversee public health and safety. In particular, as these documents show, many question how far a State can go in legislating citizens' personal safety before it begins to intrude on personal privacy and choice.

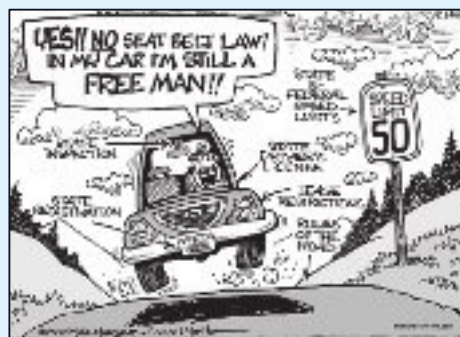
Document 1

In 1987, Iowan John Hartog received a ticket for not wearing his seat belt. Hartog argued that Iowa's seat-belt law was unconstitutional because it violated rights to privacy and equal protection and went beyond the State's authorized police power. The following excerpt from the case transcript supports the court's finding that the seat-belt law was not unconstitutional.

“The government provides roads as a service to its citizens, and part of that service is assuring that these roads will be safe and efficient. The motorist is not being overly imposed upon when asked to comply with minimal standards of behavior designed to reduce the dangers of his driving to other drivers. It is also difficult to object to the State's attempt to stop an individual from making the rest of society pay for the consequences of his risk-taking. . . . our government provides services from the ambulance that delivers the injured motorist to the hospital to disability insurance. Having to buckle up may be inconvenient, but it is not an unreasonable price to pay for the use of public roads.

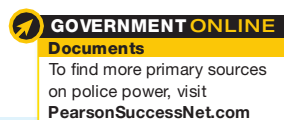
—from *State of Iowa v. John Hartog*, 1989

Document 2



Use your knowledge of the police power and Documents 1 and 2 to answer Questions 1–3.

1. What is the main point of Document 1?
 - A. Seat-belt laws are unconstitutional because they interfere with the right to privacy and equal protection.
 - B. Seat-belt laws are inconvenient and the State has no right to impose safety laws on individuals.
 - C. Seat-belt laws are reasonable because the government bears costs incurred by injured people who were not wearing belts.
 - D. Seat-belt laws are necessary to prevent accidents on public roads and to promote public safety.
2. What ideas about State regulations does Document 2 express?
3. **Pull It Together** Do you think that seat-belt laws and other public safety laws are a reasonable use of a State's police power? Do they intrude on individual rights? Why or why not?




DOCUMENT-BASED ASSESSMENT

1. C
2. The cartoon implies that with no seat belt law, the driver is at least free of one State regulation under the police power.
3. Some students might say that as long as society must pay the price of a citizen's poor choices, government has a right to legislate public safety. Other students might say that such legislation can go too far and must be assessed on a case-by-case basis. Too much government control can turn our society into a police state.

L2 Differentiate Students use all the documents on the page to support their thesis.

L3 Differentiate Students include additional information available online at **PearsonSuccessNet.com**.

L4 Differentiate Students use materials from the textbook, the online information at **PearsonSuccessNet.com**, and do additional research to support their views.

 **Go Online to PearsonSuccessNet.com** for a student rubric and extra documents.

because they believe that gambling is just wrong; others think it is wrong because usually those who play are the people who can least afford to, so it becomes an unfair tax. I do not agree. I think lotteries are great ways for States to raise large sums of money to pay for important services or to lower taxes. People who buy into lotteries do it based on their own free will.

8. (a) The cartoon implies that the man must pay a sales tax if he makes an online purchase. (b) Internet sales cross State lines. If sales taxes were federal, then taxes on Internet sales would be easy to collect.

However, because sales taxes are imposed by States, and they vary from State to State, it is confusing and hard to apply the taxes to Internet sales.

WRITING ABOUT GOVERNMENT

9. Responses should be well-organized, demonstrate attention to grammar, spelling, and style, and address the question students selected and worked to answer throughout the chapter.

APPLY WHAT YOU'VE LEARNED

10. Students should adequately research their

selected government structure and budget in order to answer the questions in the activity.

11. Students' brochures should be detailed enough to cover the responsibilities of the office, should describe the goals of local government, and should realistically explain how their candidates will work with State and local officials.

ANSWERS TO ESSENTIAL QUESTION WARMUP

Before assigning these questions, distribute the Rubric for Assessing a Writing Assignment (Unit 7 All-in-One, p. 128). Use the criteria and the guidelines below to grade students' answers to the Essential Question Warmup questions. Then send students to the **Essential Questions Journal** to answer the unit Essential Question.

1. Students should present a list of issues that reflect the current division of responsibilities for services among the three levels. A strong answer will provide reasons why each level of government is best suited to handle certain responsibilities.
2. A strong answer will recognize that revenues and responsibilities are shared among different levels of government so they must work together to provide efficient taxation and services and prevent conflicts between governments.
3. Students should state a position on whether one level of government is more responsive than others and support that position with facts and examples.
4. To answer this question successfully, students should explain several advantages and disadvantages of centralizing power. The explanations should demonstrate that students understand the challenges of balancing local, State, and federal governments.

Perspectives

Essential Question

What is the right balance of local, State, and federal government?

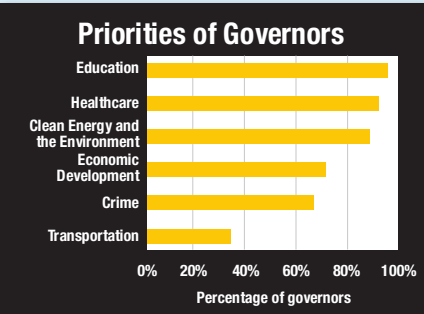
The U.S. federal system divides power among multiple levels of government. Elected officials at each level have sought more power and authority for their governments—or to spread responsibilities to others.

ON THE ROLE OF THE FEDERAL GOVERNMENT:

It is my intention to curb the size and influence of the Federal establishment and to demand recognition of the distinction between the powers granted to the Federal Government and those reserved to the States or to the people. All of us need to be reminded that the Federal Government did not create the States; the States created the Federal Government.

—Ronald Reagan, First Inaugural Speech, 1981

ON THE KEY ISSUES FACING THE STATES:



Each year, the National Association of Governors tracks the governors' State of the State addresses and identifies the subjects mentioned by the most governors.

ON THE VALUE OF MAYORS:

As CEOs of the nation's cities, mayors know all too well the challenges American families face daily, so we are in the best position to offer solutions to local problems.

—Mayor Douglas Palmer, Trenton, New Jersey

Essential Question Warmup

Throughout this unit, you studied the roles, responsibilities, and powers of State and local government. Use what you have learned and the quotations, data, and opinions above to answer the following questions. Then go to your **Essential Questions Journal**.

1. Which issues are best handled at the local, State, and federal levels, respectively?
2. How do taxes, spending, and various

programs link different levels of government?

3. Is any level of government more responsive and democratic than others?
4. What are the advantages and disadvantages of centralizing power?

Essential Questions Journal

To continue to build a response to the chapter Essential Question, go to your **Essential Questions Journal**.

Assessment Resources

- Unit 7 AYP Monitoring Assessment
- ExamView Test Bank CD-ROM
- SuccessTracker Assessment
- Online Student Self-Tests
- Chapter Tests
- Section Quizzes
- Chapter-level Document-Based Assessment